THE REGIONAL INSTRUCTIONAL SPECIALIST FOR ADULT EDUCATION IN VIRGINIA: A CASE STUDY

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ABSTRACT

In the late 1980s regional instructional specialists were hired by the Virginia Department of Education in 18 planning districts. The purpose of this study was to describe the role of one specialist in a rural setting. The description may be beneficial to adult education planners and policy makers as they look for innovative ways of delivering rural adult education programs.

Three research questions guided the study:

1. What are the contexts (historical, legal, geographical, and program) in which the rural regional instructional specialist works?
2. What tasks (administrative and program) are performed by the rural regional instructional specialist?
3. What are the outcomes of the work of the rural regional instructional specialist?

Through interviews, review of documents, and observations, the researcher found that the historical, legal, geographical, and program contexts of the rural regional instructional specialist were interrelated, and that they guided and constrained the work of the specialist. Governmental mandates and budgets prescribed the development of programs. Geographical features, employment opportunities, educational needs, and social conditions influenced what was offered and when it was offered in adult education programs in the Mount Rogers Region.

Planning and conducting professional development activities, maintaining links with teachers in the regional program and with personnel at the state office in Richmond, visiting classes in each locality, maintaining referral links with other agencies, and recruitment of students were tasks performed by the regional instructional specialist. Priorities were family literacy, workplace programs, infusion of technology, and health literacy.

By increasing classes for One-Stop centers and immigrants, offering in-service programs for teachers, visiting program sites, and collaborating with other agencies, the specialist contributed to higher enrollment in classes and increased educational gains for students. The role of the rural regional instructional specialist in Virginia is changing, and the future of the position is uncertain.

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Maxine Mullins
Regional Instructional Specialist

CHAPTER 1

INTRODUCTION TO THE STUDY OF THE ADULT EDUCATION

REGIONAL INSTRUCTIONAL SPECIALIST IN VIRGINIA

Joe Smith came to the adult basic education class with a definite purpose. Although Joe was nearly 50 years old, he had never learned to drive. Epilepsy at an early age had hindered his school attendance, leaving him without the skills necessary to successfully complete the driving test. He wanted a driver's license.

His wife Mary had a different reason for joining the group. Because of family obligations and different values, she had never attended public school and could "draw" her name crudely. Her desire was to write to her son in Cleveland and to be able to read his letters to her.

Karen had yet another goal in mind as she enrolled with the others. Having left school in the tenth grade to marry, she desired a high school equivalency certificate now that her sons had completed school.

Each of these is real, although their names have been changed. All reached their desired goals. Joe's life became more mobile with his driver's license, and he purchased his first pickup truck. Mary was thrilled to be able to read the letters from her son and felt blessed in a special way that he had seen her accomplishment, for he developed a brain tumor and died within two years. Karen passed her General Educational Development (GED) test, completed four years of college, became a teacher, and has since earned a master's degree. These are but three examples of thousands of success stories that teachers of adult education could tell.

At the same time, thousands of adults remain in need of basic education. According to the

2000 census figures, more than 864,000 people in Virginia, or nearly 20% of the adults 25 years and older, have less than a twelfth-grade education (United States Bureau of the Census, 2000). Squires (1989) gave examples of the impact of illiteracy on the public by citing problems in reading business manuals, instructions on medicine bottles, and notes from a teacher. As we move into an era when more technology is needed in the workplace, machines are more complicated and instructions require higher levels of reading comprehension. Garner (1999) reported examples of adults in literacy classes in Tennessee who described their lives in ordinary ways. They have jobs, go shopping, and raise their children, but their lives are complicated because of lack of basic skills. For example, they have no credit and must pay "rent-to-own" fees or money order fees because they have no checking accounts.

For these and many related reasons, educational programs for adults are an important part of the total educational program of public schools in the United States. For several decades, the government at both federal and state levels has provided funding for programs in adult education to help eradicate problems associated with illiteracy and to assist in upgrading skills necessary for technical performance in the workplace. Illiteracy and lower earned income are prevalent in undereducated adults, who are generally the poor and racial and ethnic minorities. Among these populations are Native Americans, blacks, Hispanics, and immigrants from other countries (Hunter & Harman, 1979).

Many rural school systems in the Commonwealth of Virginia have insufficient local funds to offer Adult Basic Education (ABE) and literacy programs. However, state funds are available to employ people to work on a regional basis to provide a variety of services for adult

learners. In 2004, 18 regional instructional specialists for adult education performed specific tasks in planning districts throughout Virginia. The position was funded by the Virginia Department of Education, Office of Adult Education and Literacy, on a part-time basis. In 1993 these specialists had responsibility in five areas: (1) staff development, (2) instructional technical assistance, (3) recruitment, (4) workplace literacy training, and (5) interagency linkages (Virginia Department of Education, 1993b). These areas were modified in 2002 to include family literacy, health literacy, and technology (Virginia Department of Education, 2002a). For this study, family literacy and health literacy are included as subtopics with staff development, and technology is a subtopic with instructional technical assistance.

Purpose of the Study and Research Questions

The work of the rural regional instructional specialist in adult education is rather obscure, not well-known beyond the ranks of those who work in adult education. A study of the context, tasks, and outcomes of the regional instructional specialist's job could be helpful to those who may want to consider this method of delivering adult education services.

Three questions guided this research:

1. What are the historical, geographical, legal, and program contexts in which the rural regional instructional specialist works?
2. What are the program and administrative tasks performed by the rural regional instructional specialist?
3. What are the outcomes of the rural regional instructional specialist's work?

This study is a view of one regional instructional specialist for adult education in rural

Southwest Virginia. The work of this specialist is described in sufficient detail to help general educators, policy makers, and the general public to understand the role these people play in the education of some of the neediest adults in America. Those already employed as regional instructional specialists can use the data to benchmark their work. Rural regional instructional specialists now employed or to be employed in the field may find the description of the work of the regional instructional specialist helpful as they plan, implement, and evaluate the adult education programs in their communities.

Those seeking a position as a regional instructional specialist may find the information useful when making decisions about employment in this field. The nature of the work of the regional instructional specialist in adult education may or may not be compatible with the dispositions of those interested in employment as specialists.

The Commonwealth of Virginia has an endorsement for instructors in adult education. Perhaps endorsement for support services and supervision in adult education will be added in the future. If so, the results of this study could be used to determine requirements for certification and to develop programs at universities to prepare people for such leadership positions.

The results of the study could lead to recommendations for policies related to the position of regional instructional specialist. The results may help to determine whether the position should continue to be funded, and they may contribute to the identification and changes that may be needed in requirements for employment, length of contract, or duties performed.

Conceptual Framework for the Study

The rural regional instructional specialist for adult education is the focus of this research.

The context, the program and administrative tasks, and the outcomes of the regional instructional specialist's work are the primary components of the study. A diagram of the framework is in Figure 1. Context, tasks, and outcomes are printed in bold letters as they represent the three primary components of the study. They are connected to the central circle that represents the work of the regional instructional specialist.

The Context of the Regional Instructional Specialist's Work

The context in which the regional instructional specialist works has four components: history, geographical setting, legal provisions and requirements, and program expectations. The content of each follows:

History of Adult Basic Education and of the Adult Education Regional Instructional Specialist in Virginia

The history has two components: the history of adult education, beginning with literacy training for immigrants and continuing to the present Workforce Investment Act of 1998 (Pub. L. No. 105-220), and the history of the position of regional instructional specialist for adult education in Virginia.

Geographical Setting of the Adult Education Regional Instructional Specialist's Work

The setting of this study is the Mount Rogers Region, which is one of 22 planning districts in Virginia, 18 of which had regional instructional specialists in 2004. The local governmental agencies within the planning district, the availability of educational programs, the physical distances of the region, and topographical aspects of the region are discussed.

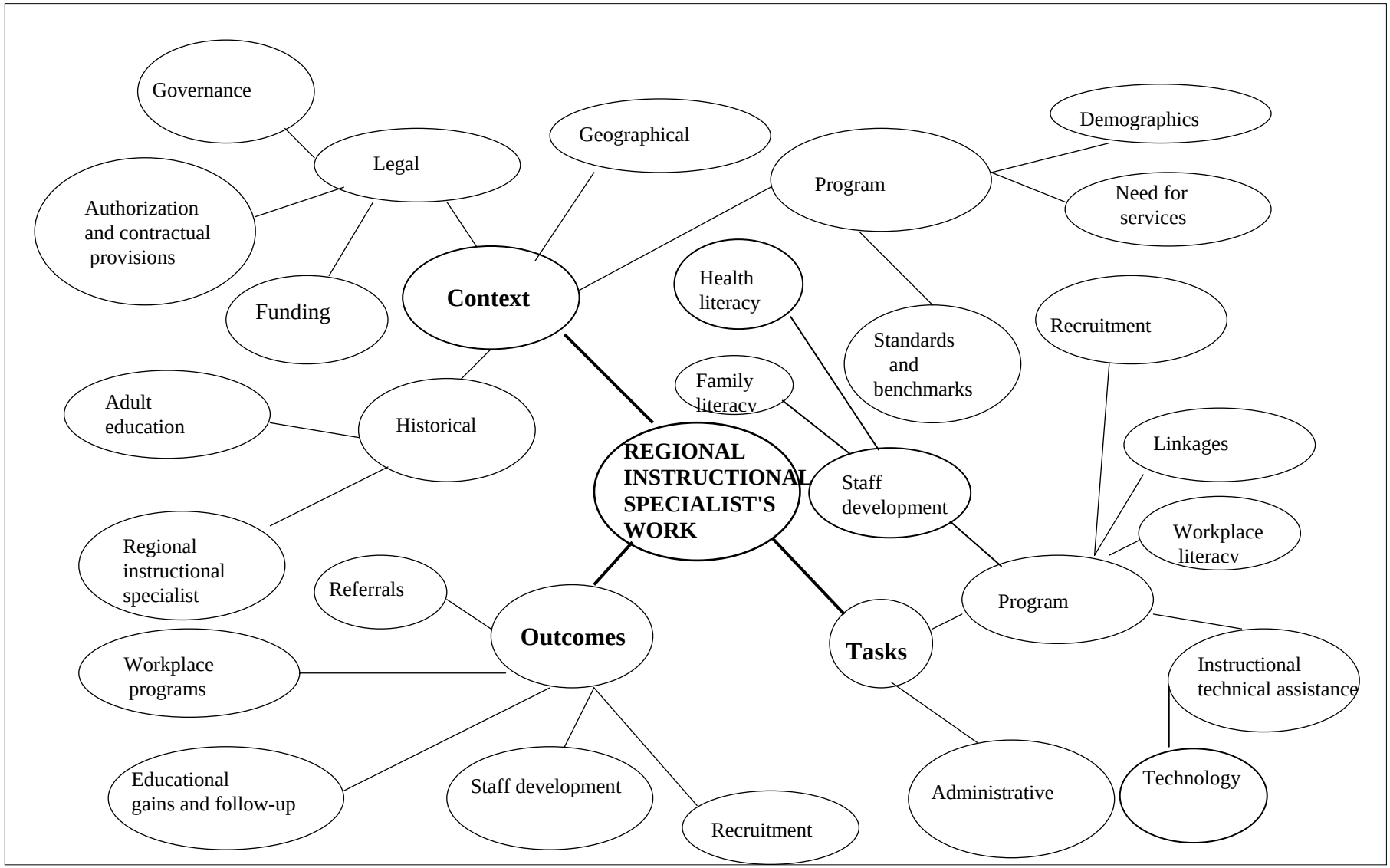

Figure 1. Conceptual framework for the study.

Legal Provisions and Requirements for the Position of Adult Education Regional Instructional Specialist

The legal provisions and requirements for the position of adult education regional instructional specialist include the authorization for the position and contractual provisions; program funding, both public and private; and the governance structure.

Program Context

The program context includes the demographics of the region, the need for services, and the standards in Title II of the Workforce Investment Act of 1998.

Program and Administrative Tasks of the Regional Instructional Specialist

Program tasks of the regional instructional specialist are the contractual services to be rendered under the supervision of the program manager or the administrative board. These tasks relate to staff development, instructional technical assistance, workplace literacy, recruitment, and linkages with other agencies. Family literacy and health literacy are presented as subtopics to staff development, and technology is a subtopic to instructional technical assistance. The administrative tasks are the routine tasks associated with the work performed in the office, such as making and receiving calls, scheduling appointments, and directing other office workers.

Outcomes of the Regional Instructional Specialist's Work

The outcomes of the adult education regional instructional specialist's work are the measures used to assess the performance of the specialist. The measures of outcomes are part of the core standards of quality established by the Virginia Division of Adult Education in 1999 (Virginia Department of Education, 1999b). The outcomes of the regional instructional

specialist's work may be classified in the following categories:

- The number and types of recruitment strategies.
- The number of workplace literacy programs brokered.
- The number of in-service activities delivered for the adult education staff.
- The educational gains of the adult learners and follow-up achievements.
- The number of referrals to other agencies within the region.

This framework guided the development and execution of the study. The role of the regional instructional specialist in adult education in the Mount Rogers Region of Southwest Virginia was analyzed from the multiple perspectives of this framework.

Definitions

For the purposes of this study, the following definitions are applicable:

Adult education regional instructional specialist. An ancillary (support) employee of the adult education program who works part-time "on a multi-county basis to support instructional activities by . . . (a) facilitating professional development activities, (b) providing instructional technical assistance, (c) recruiting students, (d) building linkages with other community services, and (e) brokering workplace education collaboration" (Virginia Department of Education, 1993b, p. 8). In this study, this employee is referred to as a “regional instructional specialist” and is the regional instructional specialist for the Mount Rogers Regional Adult Education Program in Virginia.

Context. The interrelated conditions, or the environment, in which the work of the regional instructional specialist is performed. Four aspects of the context of the work of the regional

instructional specialist are explored:

Geographical context. The local governmental agencies within the planning district, the availability of educational programs, the physical distances, and the topographical features of the region in which the specialist works.

Historical context. The history of adult education and of the position of regional instructional specialist for adult education in Virginia

Legal context, The legal provisions and requirements for the position of regional instructional specialist, authorization for the position, contractual provisions, program funding, and governance structure.

Program context. The demographics of the region, the need for services, and national and state program standards and benchmarks.

Outcomes. The measures associated with the core standards of quality of the adult education program in Virginia, including professional development activities, instructional technical assistance, recruitment strategies, referrals for services, and workplace programs. The core standards include educational gains and attainment of credentials, attainment or retention of employment, and entrance into further training.

Regional instructional specialist's work. The daily and weekly routine conducted by the regional instructional specialist in performing the tasks assigned to the position. Non-routine activities, such as special training workshops, are also included in the work schedule.

Task. A piece of work or duty performed by the regional instructional specialist, usually related to ancillary services as delineated by a description of services in a request for proposal packet

issued by the Virginia Department of Education (2002a, 2004). Ancillary services are auxiliary to the established adult education programs and are supportive of the teachers and administration. Tasks may be administrative or programmatic in nature.

Administrative tasks. The routine tasks associated with the work performed in the office, such as phone calls, supply orders, and scheduled appointments.

Program tasks. The contractual services rendered. These include staff development, technical assistance to teachers and others, workplace literacy, recruitment, and linkages with other agencies. Examples are pre-service training for new teachers and development of collaborative arrangements with local agencies, such as social services, the Virginia Employment Commission, and Head Start.

Summary of Chapter One and Overview of the Study

The purpose, the research questions, the conceptual framework, and the definitions appropriate to the study were presented in Chapter One. Chapter Two is a review of literature. Methodology is in Chapter Three. The findings are in Chapter Four (The Context of the Work of the Regional Instructional Specialist), Chapter Five (The Tasks Performed by the Regional Instructional Specialist), and Chapter Six (The Outcomes of the Work of the Regional Instructional Specialist). In Chapter Seven the researcher looks at the future of the regional instructional specialist and adult education in Virginia and in the Mount Rogers Region.

CHAPTER 2

REVIEW OF RELATED LITERATURE

The review of literature has five sections: (1) definitions of adult literacy, (2) the history of adult education and literacy programs in the United States, (3) the delivery of adult basic education services in other states, (4) the regional instructional specialist in Virginia, and (5) case study methods. In some selections related to adult education, acronyms are used. A list of common acronyms is in Appendix A.

Definitions of Adult Literacy

Illiteracy among adults in the United States, and specifically in Virginia, continues to plague the economic growth and emotional well-being of a great number of adults with limited education. Estimates of the number of Americans who are illiterate vary, depending on the source of information and the definition of literacy used. Cheatham, Colvin, & Laminack (1993) gave a brief history of the cultural definition of literacy:

> A hundred years ago literacy meant being able to sign one's name; by World War II, being able to read at a fourth grade level; by the 1960s, having completed the eighth grade. Even today some people wish to define literacy more precisely and narrowly than others. Some place the primary emphasis on reading; some define it as "spelling," or "printing," or "sounding out words." Advanced technology and an ever-changing world have expanded the skills and strategies needed to function successfully in our world. (p. 5)

The global aspect of literacy, as well as the functional aspect, can be seen in the

Cheatham, et al. definition. From a similar perspective, literacy was defined in the National Literacy Act (1991) as "an individual's ability to read, write, and speak in English and compute and solve problems necessary to function on the job and in society, to achieve one's goals, and to develop one's knowledge and potential" (Pub. L. No. 102-73).

The National Education Goals Panel (1994b) set adult literacy and lifelong learning as Goal 6: "By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship" (p.10). Three of the sixteen core indicators as established by the National Education Goals Panel relate to this goal:

Indicator Number 10. Adult literacy – “Increase the percentage of adults aged 16 and older who score at or above Level 3 in prose literacy on the National Adult Literacy Survey” (National Education Goals Panel, 1994b, p. 41).

Indicator Number 11. Participation in adult education – “Eliminate disparities in adult education between adults aged 17 years and older (a) who have a high school diploma or less, and (b) who have completed a college degree or some post secondary education or technical training” (National Education Goals Panel, 1994b, p. 43).

Indicator Number 12. Participation in higher education – “Eliminate disparities in college entrance rates between White and minority high school graduates who enroll in . . . colleges immediately after graduation” and “in college completion rates between White and minority students aged 25 – 29” (National Education Goals Panel, 1994b, p. 44).

To assess the level of achievement and to detect measurable progress toward these goals,

the United States Department of Education and the Educational Testing Service conducted the National Adult Literacy Survey (NALS), and the National Center for Education Statistics reported the data at the national level in 1993 (http://www.literacycampus.org/download/NALS.pdf). Over 13,000 randomly selected individuals were surveyed in their homes, twelve states (Virginia was not included) conducted a survey of 1000 adults age 16-25 to produce state-level results, and randomly selected inmates were surveyed.

The literacy of America's adults was characterized in terms of three "literacy scales" related to distinct aspects of literacy: prose, document, and quantitative literacy. Each of the scales had five levels, with level 1 being the simplest and level 5 the most difficult. Definitions of the scales and examples of the levels follow:

> **Prose** literacy is defined by the National Education Goals Panel (1994a) as:
>
> the knowledge and skills needed to understand and use information from texts that include editorials, finding a piece of information in a newspaper article, interpreting instructions from a warranty, inferring a theme from a poem, or contrasting views expressed in an editorial. (p. 144)

Writing a letter about an error on a credit card bill is an example of a Level 3 prose task. Nationwide, 48% of adults performed below this level of proficiency in prose literacy.

Document literacy is defined as "the knowledge and skills required to locate and use information contained in materials that include job applications, payroll forms, transportation schedules, maps, tables, and graphs" (National Education Goals Panel, 1994a, p. 145). At the

least difficult level, Level 1, the reader might be required to complete a portion of a job application. Fifty-one percent of the adults surveyed performed at the two lowest levels in document literacy.

Quantitative literacy is defined by the National Education Goals Panel (1994a) as "the knowledge and skills required to apply arithmetic operations, either alone or sequentially, using numbers embedded in printed materials" (p. 145). An example from Level 2 is to review a pay stub and write down the year-to-date gross pay. Approximately 47% of adults in the survey performed below Level 3 in quantitative literacy.

The National Education Goals Panel (1994a) concluded:

> While these adults do have some limited literacy skills, they are not likely to be able to perform the range of complex literacy tasks that the National Education Goals Panel considers important for competing successfully in a global economy and exercising fully the rights and responsibilities of citizenship. (p. 94)

The National Center for Educational Statistics repeated the assessment in 2003 and defined literacy as “using printed and written information to function in society, to achieve one’s goals, and to develop one’s knowledge and potential” (http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2006470). The results were reported in December 2005.

During the 1990s, the target population for the services of the adult basic education regional instructional specialists was those adults who performed on levels one and two of all three types of literacy. These adults were recruited for the educational

services provided through family literacy projects, workplace literacy programs, and other adult education programs across Virginia (see Appendix B for programs in the Virginia Adult Education and Literacy System) and specifically within the Mount Rogers Region. Under the guidelines established in 1974 as amendments to the Elementary and Secondary Education Act of 1965 (Pub. L. No. 89-10) and by the National Literacy Act of 1991 (Pub. L. No. 102-73), 80% of the expenditures of programs for adult education were to be spent for learners assessed to be functioning below the ninth grade level. This requirement was lifted when Congress passed the Workforce Investment Act (WIA) of 1998 on August 7, 1998 (Pub. L. No. 105-220).

Title II of the Workforce Investment Act is known as the Adult Education and Family Literacy Act and became effective July 1, 1999. While no definition for literacy was given in this legislation, the term "adult education" was defined as –

> services or instruction below the post-secondary level for individuals –
>
> (A) who have attained 16 years of age,
>
> (B) who are not enrolled or required to be enrolled in secondary school under State law; and
>
> (C) who –
>
> (i) lack sufficient mastery of basic educational skills to enable the individuals to function effectively in society;
>
> (ii) do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of

education; or

(iii) are unable to speak, read, or write the English language.

(Workforce Investment Act, 1998, p. 1060)

As can be seen by the evolution of the definitions of literacy, the need for services has changed from the ability to write one's name to the recognition of credentials such as a secondary school diploma or its equivalent. These definitions affected the work of the regional instructional specialist, as the need for services shifted from basic literacy to preparation for the labor force. With service to immigrants and migrant workers in the forefront of the adult education arena, staff development and technical assistance have changed. This change is evident in the literature on the history of programs for literacy and adult education across the United States.

The History of Adult Education and Literacy Programs in the United States

The review of literature of the history of adult education and literacy programs in the United States is developed in three areas: purposes, major legislation, and information sources for adult education and literacy. During the early years, literature was sparse, but with expansion, population increases, and technological advances, more books and articles are available for adult educators.

Purposes

Over the years, there have been a number of purposes for adult education. Early adult education and literacy programs in the United States had two purposes. One purpose of adult education and literacy classes was religious in nature and relied on

volunteers within the community to provide literacy instruction to enable an individual to read the Bible (Fingeret, 1989). This religious purpose for spreading literacy in the United States can be found in the colonial era of the nation (Gratton, 1955).

The second purpose was to produce an educated electorate. While the nation was still young, in the late 1700s and early 1800s, the purpose of education was to help unify the nation (Smith, 1934). The need for a literate citizenry was evident in the early movement for independence: “The first adult educational task of the new nation was to transform an entire people from subjects to citizens . . . to a people able to govern themselves in a democracy” (Knowles, 1966, p. 13).

Later, a third purpose for educating adults emerged as a need for training adults in the workforce. Knowles (1977) tied the expansion of commerce and industry to the need for skills and related apprenticeships to the establishment of a formal education system. Through the industrial era of the late 1800s, education and literacy were tied to the economy. Merriam & Brocket (1997) noted that the Industrial Revolution brought new technology along with increased immigration that "led to adult vocational education as well as the formation of programs for immigrants" (p. 165). Several others (Clark, 1956; Knowles, 1977; Titmus, 1989) related the influx of immigrants to the establishment of adult evening schools.

When World War I and World War II forced a large number of recruits into the armed services, the nation became aware of a great need for the recruits to be able to read for information and to follow directions. The problem of recruits in the military who

could not read surfaced again with the draft for the Korean Conflict in the early 1950s (Cook, 1977). President Dwight Eisenhower appointed the National Commission on Adult Literacy to look for a solution to the problem of national literacy (Comings, 2002). When the Russians launched Sputnik in 1957 and Fidel Castro came to power in Cuba in the late 1950s, the United States further realized a need for increasing support for education. These events made national defense and the national interests of the United States a fourth purpose for adult education services. These four purposes for providing adult education and literacy classes guided legislation from the federal level.

Major Legislation

Few high schools were in existence in Virginia before 1905 (Strong, 1928). At the turn of the century, adults in rural areas saw no need for education beyond the elementary level but had an increased interest in vocational classes. In 1917 Congress passed the Smith-Hughes Vocational Education Act (Pub. L. No. 64-347) that made federal funds available for classes in agriculture, home economics, and trades. Although this act was primarily for high school students, many experienced adult workers needing to upgrade their skills attended the classes, usually in the evenings (Knowles, 1966). Through the world wars, the depression years, and the Korean Conflict, federal legislation often dealt with the armed forces and aid to veterans, vocational projects for home extension and apprenticeships, and aid to federally impacted areas (Morphet, Johns, & Reller, 1982).

The National Defense Education Act of 1958 (Pub. L. No. 85-864) marked a new

era in federal legislation for education. While Americans perceived a threat to the security of the United States, Congress passed the act that authorized grants and loans for education from elementary school through the college level. Mathematics, science, foreign language, guidance, and vocational classes received assistance, especially in teacher preparation. Later federal legislation was the Manpower Development and Training Act of 1962 (Pub. L. No. 87-415), with the goal of reducing unemployment by retraining workers whose skills had become outdated. The Vocational Education Act of 1963 (Pub. L. No. 88-210), which later became the Carl D. Perkins Act, allowed construction of vocational centers and expanded the use of funds for equipment, teacher training, and enhancement of basic skills in the vocational classroom (Weber & Puleo, 1988).

President Lyndon Johnson took a great interest in adult education and literacy as he led the nation into the "War on Poverty" (Brush, 2002). With the passage of the Civil Rights Act of 1964 (Pub. L. No. 88-352), poor, rural, and mostly uneducated Americans began to take more interest in their future and that of their families, including a better education. The Economic Opportunity Act of 1964, Title IIB, (Pub. L. No. 88-452) provided an impetus through Head Start, the Job Corps, and adult basic education classes, which replaced the standard literacy classes. Adult basic education classes enrolled 37,991 adults in 1965 (Eyre, 1998). The nation began to recognize the social value of education, as well as the economic value.

The Elementary and Secondary Education Act of 1965 (Pub. L. No. 89-10)

doubled federal support for elementary and secondary schools (Morphet, Johns, & Reller, 1982). In 1966, Title III of the amendments to the Elementary and Secondary Education Act became known as the Adult Education Act of 1966 (Pub. L. No. 89-750). This act "established the authorization for the Adult Education program in the Office of Education, expanded the program to include adults with limited English proficiency, and authorized grants for special experimental demonstration projects and for teacher training" (Imel, 1991, p. 1). Highlights of the act included a transfer of authority from the Office of Economic Opportunity (under the Economic Opportunity Act) to the U. S. Commissioner of Education in the Department of Health, Education and Welfare and set-aside funds for teacher training (Eyre, 1998).

Amendments to the Adult Education Act in 1981 (Pub. L. No. 97-35) established the first discretionary program for English as a second language (ESL). The 1988 amendments (Pub. L. No. 100-297) created workforce literacy and English literacy grant programs. During the first 20 years of the act, the number of persons served in the adult education programs across the United States increased from a half million in 1968 to more than three million in 1988 (Imel, 1991).

In 1991, President George Bush signed the National Literacy Act of 1991 (Pub. L. No. 102-73) which amended the Adult Education Act (Eyre, 1998). Highlights for that act included the establishment of a National Institute for Literacy and literacy programs for incarcerated adults, authorization of state literacy resource centers, and creation of indicators of program quality. The most recent legislation is the Workforce Investment

Act of 1998 (Pub. L. No. 105-220), with Title II known as the Adult Education and Family Literacy Act. It is under this authority that state legislatures and local governmental agencies now operate adult education programs. Some of the major similarities and differences of the National Literacy Act of 1991 and the Adult Education and Family Literacy Act of 1998 are in Table 1.

While the overall population of the United States has become more educated through the years, there remains the need to educate pockets of adults, from immigrants to undereducated workers with changing needs within a global economy. Modern-day authors (Merriam & Brocket, 1997; Titmus, 1989; Young, Fleischman, Fitzgerald, & Morgan, 1995) contend that the United States cannot ignore universal studies for adults and can learn lessons from programs established worldwide. Additional literature about these needs is included in the next section.

Information Sources for Adult Education and Literacy

The researcher found many articles, magazines and journals, and books on adult education and literacy. By studying this literature, the researcher understood the evolution of the movement to provide adult education services to undereducated adults. Cook (1979), in a report to the White House Conference on Libraries and Information Services, stated that most states had laws pertaining to adult education by the late fifties, but there was no federal legislation. She referred to the legislation in the 1960s as giving financial support to “carry out extensive programs, train teachers, and prepare materials” (p. 6) and to develop instructional materials for adults. She concluded, “No single solution to the problem of illiteracy exists, only avenues to investigate and probe” (Cook,

Table 1

Comparison of the National Literacy Act of 1991 with the Adult Education and Family Literacy Act of 1998

Topic	National Literacy Act of 1991	Adult Education and Family Literacy Act of 1998
Authorization	$260 million, with not more than $3 million for national programs, 1.5 million for National Institute for Literacy, no incentive grants, separate authorizations for resource center, workplace literacy, and English literacy.	Funds authorized at 1.5% (not more than $ 8 million) each for national leadership and National Institute for Literacy, 1.72% for incentive grants, no separate authorization for resource center, workplace, and English literacy.
State distribution of funds	Ten percent reserved by the state agency for professional development, not less than 10% for corrections, not more than 5% for state administrative costs, 5% reserved for special projects for populations such as disabled, limited English proficiency, and educationally deficient.	Not more than 12.5% for one or more of the following: professional activities, technical assistance, technology assistance, monitoring and evaluation, promoting linkages with employers, coordinating with existing support services such as child care, curricular activities, and others.
Accountability	Indicators of program quality to determine success in recruiting, retaining, and improving literacy skills.	Core indicators that measure educational gain; placement in or retention in postsecondary education, training or employment, or career advancement; or receipt of credential.
Adult secondary education	Not more than 20% of allotment to be used for high school equivalency programs.	No restriction.
Corrections education and other institutionalized individuals.	Not less than 10% of allotment, to include basic education, vocational training, library development, guidance and counseling, with no priority given to those within five years of leaving institution.	Not more than 8.25% of allotment for basic education, special education, English as a second language, secondary credit classes, with priority given to those likely to be released within five years.

Note. Compiled from National Literacy Act of 1991 and Adult Education and Family Literacy Act of 1998.

1979, p. 10).

Fingeret (1991) addressed several issues related to literacy in the United States. In presenting a speech to UNESCO in Hamburg, Germany, on the future of literacy, Fingeret discussed grassroots projects in literacy, participatory research in adult education, and a shift from "How many?" to "How does change happen?" (p. 3). In 1991, she stated that the social climate in the United States exists in an arena of political conservatism and fiscal crisis. A variety of topics were addressed by Fingeret (1992) after the National Literacy Act of 1991 (Pub. L. No. 102-73) was passed by Congress. She stated that the type of program, either an individually-oriented literacy program or a community-oriented program, presents concerns of evaluation, types of instruction, and learner assessment. Those concerns are very evident in the work of adult education programs today.

Many articles pertinent to the purposes of adult education were found in journals of the professional organizations such as the American Association of Adult and Continuing Education (AAACE) and the Virginia Association for Adult and Continuing Education (VAACE). For example, the September, 2003, issue of Voices of VAACE had an article on the "Middle College." This program at J. Sargeant Reynolds Community College and Southside Virginia Community College provides high school dropouts between the ages of 18 and 24 an opportunity to enroll in designated college classes while pursuing a GED (Harper, 2003). Another article of interest is "WIA Reauthorization" (Rochford, 2003), in which the author states that the United States

Department of Education proposed the Adult Basic and Literacy Education Act (ABLE) in 2003. The author gave an overview of proposals for the reauthorization of the Workforce Investment Act of 1998, which is still in committee in Congress as of December 2005.

A major publication addressed specifically to adult education is Focus on Basics, published by the National Center for the Study of Adult Learning and Literacy (NCSALL). The publication contains "best practices, current research on adult learning and literacy, and how research is used by adult basic education teachers, counselors, program administrators, and policymakers" (June, 2002, p. 2). The June 2002 issue concentrated on staff development, including Kentucky's new staff development program.

The work of the National Institute for Literacy (NIFL), located in Washington, DC, is of particular interest for adult educators across the United States and especially in Virginia. One major goal for this organization is to equip adults for their roles as workers, parents, and community members (http://www.nifl.gov/nifl/eff.html). The National Institute for Literacy (2005a) seeks to enable every adult with literacy needs to receive services of the highest quality. Personal goals of adult learners might include registration to vote, helping a child with homework, or visiting a local library. A variety of publications from the National Institute for Literacy is available on line or provided at various training seminars for adult education programs in Virginia.

Other national programs include the National Center on Adult Literacy (NCAL)

(2005) at the University of Pennsylvania (http://literacy.org/ncal.htm), with the mission of providing national leadership in research and development in the adult education field, and the National Center for Family Literacy (2005), located in Louisville, KY, that continues to remind us that parents are the child's first teachers (http://www.famlit.org/FAQ/About/ncfl.cfm). These organizations provide exceptional information about adult education programs and can be used by anyone, including regional instructional specialists, to gain knowledge about the total adult education system.

Books in the field of adult education and literacy add information about the topic under study. Cook (1977) traced the history of adult education from about 1900 to the 1970s. She included statistics, legislation, and professional activities by decades.

Stubblefield (1988), in his book Towards a History of Adult Education in America, gave historical information and described adult education as three entities: diffusion of knowledge, liberal education, and social education. He included topics of the effect of the Carnegie Corporation on adult education, the professional organization of adult educators (the American Association for Adult Education or AAAE), the “Great Books,” and the influence of leaders in the field of adult education, such as James Harvey Robinson and Everett Dean Martin.

Another book written from a historical perspective traced adult education from the colonial period to the present. Stubblefield & Keane (1994) discussed topics from the Americanization movement to civil rights to advancing the national agenda. They

concluded that diversity is an integral part of adult education in the United States and that limited resources – both from individuals and from the government – will hinder education and training of the unskilled and underskilled worker.

Hunter & Harman (1979) discussed activities in "adult illiteracy" in the United States, including the Literacy Volunteers of America, activities within the adult education classroom, the Right to Read program, and agencies that provide literacy programs. They made recommendations for the delivery of services to undereducated adults. Their principal conclusion was: "A major shift in national educational policy is needed to serve the educational needs of disadvantaged adults" (p. 133). The annotated bibliography would be very valuable to researchers studying this phase of adult education.

"The Invisible Minority," or one-third of the nation according to Kozol (1986), forms a growing crisis of illiteracy in America. A stinging description of problems faced by the undereducated include parents who are unable to read to their children, workers who are unable to calculate hourly wages and deductions on their paycheck, and domestic jobs that require a ninth grade education to succeed. Costs of illiteracy include:

- High rate of convictions for illiterate defendants.
- Loss of literate readers of newspapers.
- Workers' compensation caused by inability of workers to read safety warnings.
- Secretarial workers having to retype manuscripts because of inability to use correct grammar.

To alleviate the problem of illiteracy, Kozol (1986) proposed a "grass roots"

movement to involve high school and college students, retired persons, and other community leaders in teaching the illiterate. Local churches, fire houses, community centers, libraries, and schools could be used for instructional sites. The government, colleges and universities, and book publishers could give resources to the project.

Harman (1987) gave similar descriptions of problems of illiteracy. His first topic was a description of literacy, followed by literacy in history, and concluded with the topic, "Why Be Literate?" To this question he replied with several functions of literacy: freedom, memory, and communication, and stated that literacy is "a fundamental component of our culture" (p. 94).

Books that describe types of learning and teaching would be beneficial to teachers of adults and teachers of teachers, such as regional instructional specialists or state trainers. Two books by Stephen D. Brookfield (1986, 1990) are of this type. In Understanding and Facilitating Adult Learning, the author discussed how adults learn, the educator as a facilitator, and androgogy of adult learning. In 1990, Brookfield compared the experience of teaching to white water rafting. "Periods of apparent calm are interspersed with sudden frenetic turbulence" (p. 2), making a complex and compassionate experience. His discussion of adjusting teaching to learning rhythms is reminiscent of the researcher's training in auditory, visual, and kinesthetic learning.

A summary of opinions of 584 employers across Virginia was prepared by Martin, Carrier, & Hill (1997). They gave a perspective of employers who deal with entry-level employees without a four-year college degree and the need for quality in

Virginia's workforce. Employment prospects, job qualifications, advancement possibilities, and projected earnings were presented for 54 occupations. New workers are expected to have basic "hard skills," such as reading, math, speaking, and computer literacy. "Soft skills" for new workers include a strong work ethic, a positive attitude, independence and initiative, and positive self-presentation (p. 8).

Merriam and Caffarella (1999) wrote for educators of adults. Learning opportunities of adults should include an appreciation of prior knowledge and experiences of learners. More adults might think of themselves as active learners if educators can help them realize the many places and ways they have already learned. Their topics included formal and non-formal learning, indigenous learning (linked to culture), independent and self-activated learning, and reasons for learning (better jobs, personal improvement, and family).

Martin & Fisher (1999) discussed a challenge that faced adult education when welfare recipients were given a specific time frame to find work. "Work First" was the welfare reform movement to reduce families' dependence on government programs, but in many areas, nearly half of welfare recipients had very low skills and lacked high school diplomas or GEDs. Research on the welfare-to-work-transition included characteristics of eight exemplary programs:

- Focus on employment-related goals.
- Hands-on experience.
- Collaboration with welfare agencies and other community organizations.

- Early intervention and personal attention in addressing problems.
- Commitment to continuous staff development. (pp. 33-34)

Teachers and trainers need strategies for reaching adult learners (Taylor, Marienau, & Fiddler, 2000). The core of development is learning in which adults construct or reconstruct meaning and includes:

- Assessing – perhaps with the help of a mentor.
- Collaborating – as in learning circles.
- Experimenting – "What will happen if…?"
- Imagining – self discovery.
- Inquiry – pursuing a question.
- Performing – simulating (doing something).
- Reflecting – "What does it mean?"

Rote learning gives little challenge for adults.

Distance education was discussed in the book, A Guide to Distance Education (Omoregie & Farish-Jackson, 2003). A list of laboratory equipment included a television, digital motion camera, document camera, electronic white board, fax machine, microphone, VCR, telephone, and control panel, and more. This laboratory would be state-of-the-art and could support two-way communication. Practical advice for online learning was given by Race (2005), who described open learning, distance learning, E-learning, online learning, interactive learning, and workplace learning, among others. Some of these methods of delivery for adult education services are available in Virginia,

in the Mount Rogers Region, and in other states.

The Delivery of Adult Basic Education Services in Other States

After the passage of the Economic Opportunity Act of 1964 and the Adult Education Act two years later, adult basic education programs blossomed. Grants provided by these federal acts and subsequent amendments, along with matching expenditures from the states, supported programs that contributed to a network of local adult education providers, including local school districts, community colleges, and other public and private agencies.

As the enrollment in adult education classes increased, administrative personnel were needed. The number of state directors and local program managers increased. In 1959, state directors were employed in only twenty-five states, but by 1970 full-time directors were employed in all fifty states and Puerto Rico (Knowles, 1977). Delivery of services to undereducated adults in all 50 states and some territories is now (2005) conducted under the Workforce Investment Act of 1998, with Title II as the Adult Education and Family Literacy Act. Programs in nearby states (Tennessee, West Virginia, Kentucky, and Pennsylvania) were examined by the researcher.

Adult Education in Tennessee

The adult education program in Tennessee was of particular interest to the researcher because the Sullivan County Adult Education Program is a participant with the "Race to GED" advertisement campaign in Southwest Virginia (see Chapter 4). Governor Phil Bredesen stated, "Tennessee is committed to helping workers meet the ever-

changing demands of the workplace through job training, as well as providing opportunities for adult students to reach their educational goals" (Poe, 2003, n. p.). Because of the proximity to Bristol Motor Speedway, Sullivan County programs collaborated in the drive to increase the number of participants in the GED program.

Tennessee presented a unified plan to the United States Department of Education, Office of Vocational and Adult Education, authorized by the Workforce Investment Act of 1998. The plan addressed the following programs: (1) Adult Education and Family Literacy, (2) Workforce Investment, (3) Carl D. Perkins Vocational and Technology Education, and (4) Vocational Rehabilitation (Commissioner of Labor and Workforce Development & White, 2000). The Tennessee Office of Adult Education was moved from the Tennessee Office of Education to the Tennessee Department of Labor and Workforce Development.

The Tennessee plan (http://cls.coe.utk.edu/stateplan/Chap_3.html) described allowable activities that targeted services for the least educated and most in need. Programs included in the plan were:

- Adult education for students reading at 0 – 8.9 grade level, to include employability skills, parenting, and citizenship.
- Adult secondary education for students reading at 9.0 grade level or above, to include education and training in job readiness, job seeking skills, basic computer skills, and transition to further training or education.
- Workforce development activities for employees of a particular workplace or for those who are preparing for work or career advancement.

- English literacy for those of limited English proficiency seeking competency in the English language (http://cls.coe.utk.edu/stateplan/Chap_3.html).

Funds for the delivery of these programs were made available to local adult education programs on a competitive basis. Statewide, adult education programs in Tennessee served 46,116 undereducated adults in the year 2002-2003 (Poe, 2003).

Adult Education in West Virginia

The program for adult basic education in the state of West Virginia (Building Skills for Success, 2005) is another example of the use of federal money provided by the Adult Education and Family Literacy Act passed by Congress in 1998 and was selected for inclusion because the researcher was originally from West Virginia. Adult basic education funds, from both federal and state appropriations, are administered in accordance with the state five-year plan, through the West Virginia Department of Education, Division of Technical and Adult Education Services. "Programs are offered through county boards of education, Regional Education Service Agencies (RESAs), volunteer literacy programs, community-based organizations, and correctional education programs" (West Virginia Department of Education, 2005b, http://www.wvabe.org).

Eight regional agencies in the adult education program in West Virginia are served by six regional adult education coordinators who act as intermediaries between the West Virginia Adult Basic Education (ABE) staff, the county ABE director, and ABE instructional personnel. The tasks performed in this position are similar to those of the regional instructional specialist in Virginia: staff development, technical assistance, and

class visits. However, the job description includes tasks that are administrative in nature, very much like the duties of the regional program manager in Virginia (West Virginia Department of Education, 2005a, http://www.wvabe.org/adultcoordinator.htm). Leadership in data collection and preparation for on-site reviews held every four years are additional administrative tasks.

Adult Education in Kentucky

The third state program selected for study by the researcher is Kentucky's program, one with which the researcher was acquainted because of the materials used in adult education classrooms in Virginia. Core values adopted by the Kentucky adult education program are excellence, service, teamwork, and professionalism. The mission statement for Kentucky Department of Adult Education and Literacy (2004) is "to provide leadership and support for an education system that enables adult Kentuckians to acquire essential skills that promote economic vitality and improve the quality of life" (http://adulted.state.ky.us/Mission_Statement.htm). This mission guides the activities of the adult education program, from the state capital in Frankfort to the local classes. They offer as evidence the "Adult Education Fact Sheet" from the Kentucky Adult Education program with these statistics:

- Statewide enrollment in adult education classes increased by 69 percent in fiscal year 2002, to 86,413 enrollees.
- Corrections education enrolled 6,214 adult learners in jails, state correctional institutions, and private institutions.

- English as a second language classes served 4,799 learners in fiscal year 2002, a 12.2 percent increase over 2001.
- Family literacy programs enrolled 2,890 individuals and families in fiscal year 2002. This was a 95 percent increase over fiscal year 2000.
- In fiscal year 2002, 14,651 Kentuckians earned general educational diplomas.
- Workplace education programs served 589 companies in fiscal year 2002 (http://adulted.state.ky.us/AE_Fact_Sheet.htm).

These statistics show successes within the adult education program presented by the counties in Kentucky.

The Kentucky Department of Adult Education and Literacy maintains on-line classes as KYVAE (Kentucky Virtual Adult Education, 2005) for professional development and resources (http://www.kyvae.org/educator). A goal in professional development is to communicate expectations and allow practitioners to measure themselves and plan for self-improvement. Another is the development of a certificate program in specialty areas.

The Kentucky Education Television Network (KET) (2005) has served Kentuckians as a public television network since 1968. During the years since it began broadcasting, the network has produced – or collaborated in the production of – a variety of programs (www.ket.org/enterprise):

- Workplace Essential Skills (This will be discussed later.).
- GED Connection (This will be discussed later.).

- TV 411 gives the enrollees the opportunity to learn about health, parenting, people, and money while improving their reading, writing, vocabulary, and math skills.
- Project Connect is an online tutorial to help ESL students learn about life in America and practice language skills at the same time.

These productions have made Kentucky Educational Television a premier producer of videos and broadcasts in the adult education field.

Adult Education in Pennsylvania

The researcher became aware of Pennsylvania's adult education program when searching the Internet for materials for use in the classroom. Adult education programs in Pennsylvania are funded by the Pennsylvania Department of Education, Bureau of Adult Basic and Literacy Education (ABLE), by grants under Title II of the Workforce Improvement Act, known as the Adult Education and Family Literacy Act, and State Act 143 of 1986 (ABLE, 2005) . The objective of the programs offered is the improvement of the literacy skills of educationally disadvantaged adults to help them in their roles as citizens, workers, and family members. The eight goals of the Pennsylvania program are very similar to those of other states. However, two of the eight are of particular interest for this study:

- To serve Pennsylvanians most in need and "to find ways to identify and accommodate those . . . [with] multiple barriers in their efforts to acquire basic skills" (ABLE, 2005, p. 2).

- To "provide a coordinated infrastructure of staff development, implementation, training, and technical assistance" (ABLE, 2005, p. 2) in support of adult education and family literacy education.

The Pennsylvania Bureau of Adult Basic and Literacy Education has sectioned the state into six geographical regions, with a professional development center in each region. "Pennsylvania's six Professional Development Centers (PDCs) offer a comprehensive professional development program providing technical assistance and ongoing support to adult education programs throughout the Commonwealth" (http://www.able.state.pa.us/able/cwp/view.asp). A major impetus to staff development in Pennsylvania is the Institute for the Study of Adult Literacy at the Pennsylvania State University, College of Education. Established in 1985, the Institute focuses on adults but has expanded to include children in the family literacy programs and adolescents who face literacy problems.

The programs for adult education in states near Virginia are much like the programs in Virginia. The goals are alike, the clients are similar, and delivery venues are comparable. Instructors are kept up to date, on-line programs for teachers and students are available, and each has a goal of increasing the literacy level of adults and helping to prepare workers, family members, and citizens of tomorrow.

The Regional Instructional Specialist in Virginia

The position of regional instructional specialist in Virginia was initiated to meet a need addressed in a longitudinal study conducted by Sherron (1985). Sherron evaluated the quality of

Virginia's adult education program and concluded that various services needed to be upgraded or initiated. Supervisory attention was lacking, staff development and in-service training were minimal, and technical assistance was needed. To meet these needs, a pilot project was initiated in 1988 to provide services in two locations in Virginia. The projects proved successful, and additional personnel were hired for five other rural areas (Virginia Department of Education, 1993c). Adult education regional instructional specialists are now (2005) providing support services for rural adult education programs in Virginia in 18 planning districts (Virginia Office of Adult Education and Literacy, 2005, http://www.pen.k12.va.us/VDOE/Instruction/Adult/structure.html).

In reviewing the literature on the position of regional instructional specialist in Virginia, the researcher looked for literature related to the historical, legal, and program contexts in which the specialists work. A variety of pamphlets, agendas, and reports were available for review.

The Virginia Adult Education Specialist Starter Kit, published by the Virginia Office of Adult Education in 1993 and updated in 1997 (Davis, 1997b; Virginia Department of Education, 1993c), gave an abundance of information about expectations and resources for the specialists. Judith Davis, a former regional instructional specialist, edited the starter kit as well as the Adult Education: Administrative Handbook, 1993 edition (Davis, 1997a; Virginia Department of Education, 1993a). The Virginia Adult Education and Literacy Resource Center (changed to Virginia Adult Learning Resource Center in 2005) funded these handbooks, under the direction of the Virginia Office of Adult Education and Literacy.

Staff and professional development for adult education in Virginia was described by

Drennon (1994) following a statewide evaluation of staff development in 1991. Some of the characteristics of an ideal staff development system were: (a) an on-going process, (b) incentives for involvement in staff development, (c) interconnection of people and services, and (d) freedom for practitioners to choose what and how they will learn based upon meaningful practices. Inquiry-based learning plans, rather than expert-directed plans, allow the practitioner to acknowledge what he or she already knows and to build a meaningful plan.

The Virginia Office of Adult Education authorized in 1994 the formation of a team of thirteen workplace practitioners to develop a manual for providing adult education skills programs in the workplace. The result was Virginia's Guide to Workforce Education Program Development (Virginia Adult Education Workplace Workgroup, 1997). This how-to manual contains guidance on assessing training needs, recruiting employees for training, funding the program, designing a curriculum, marketing programs, and delivering instruction. The role of the regional instructional specialist in assisting workplace program development is included.

Packets with requests for proposals (RFP) from the Virginia Department of Education, Office of Adult Education, were reviewed. These included: Adult Education Special and Staff Development Projects (Virginia Department of Education, 1996a), Regional Ancillary Services (Virginia Department of Education, 1996b), and renewal applications for adult literacy and basic education funds (Virginia Department of Education, 1998). These packets contained references to the work of the regional instructional specialist.

A variety of publications keep adult education practitioners – managers, specialists, and teachers – up to date on happenings in Virginia and in local programs. Voices of VAACE

(formerly Virginia Association for Adult and Continuing Education) is a quarterly newsletter for Virginia's adult education professional organization and contains timely news related to meetings, adult education activities of the Virginia Board of Education, and book reviews. Copies of the newsletter, Virginia Association for Adult and Continuing Education from 1993 to 2000 and Voices of VAACE from 2001 to 2005, were available for review by the researcher.

Progress is a publication of the Virginia Adult Learning and Resource Center. The Center's new additions in books and teaching supplies, articles related to research or legislation, and training schedules are reported. Several copies of Progress from 1991 to 2005 were reviewed to get an idea of the structure of adult education in Virginia.

This review is concentrated on the two types of tasks performed by the regional instructional specialists – program tasks and administrative tasks. Program tasks are related to the areas of responsibility within the total program of adult education across the state. They refer to the contractual services rendered under the supervision of program managers or administrative boards within localities. Conducting in-service programs, collaborating with community agencies, and assisting teachers are examples of program tasks for regional instructional specialists. Administrative tasks relate to the operation of programs for adult education. Organization and administration of resources, hiring and evaluating teachers, establishing classes, ordering supplies, and making a budget are examples of administrative tasks.

Program Tasks

The Virginia Department of Education (Virginia Department of Education, 1993c) designated five major areas of responsibility for the adult education regional instructional

specialist: staff development, recruitment of students, instructional technical assistance (providing resources to local instructors), workplace training, and linkages with other agencies. Additional program tasks related to these five tasks are the promotion of family literacy, health literacy for adult learners, and the infusion of technology for instruction and record keeping. These areas of responsibility support the work of program managers and teachers. Literature related to each of these areas of service is discussed.

Staff Development

The first job function designated by the state plan for regional instructional specialists was to "provide professional development activities for new and continuing teachers/tutors, as well as a year-end evaluative staff meeting. In addition, provide services to assist teachers/tutors in the development, implementation and evaluation of their individual professional development plans" (Davis, 1997b, Section 4). Sherron (1985) in a comprehensive longitudinal evaluation of the Virginia Adult Education Program recommended: "Regularly scheduled staff meetings as well as special meetings should be conducted when necessary" (p. 20). Jones & Lowe (n. d.) described qualities of successful adult education programs and included “staff [members] who keep current in methodology and curriculum” (p. 16).

Lotito (1990) revealed that the regional instructional specialist assists the adult basic education administrator in providing in-service activities for adult education teachers. He noted that a regional instructional specialist at one site in Virginia conducted annual in-service sessions for adult basic education teachers from three counties "for the purpose of sculpturing and shaping the ABE program" (p. 122).

Foucar-Szocki et al. (1997) reviewed the professional development system in Virginia and referred to the regional instructional specialist as a link to learning and professional development. Many adult educators see their regional instructional specialist as a source of information for enhancing their learning as professionals. "Administrators, program planners [managers] and regional specialists serve as conduits for the professional development system linking teachers, tutors and aides to one another and the options available" (Foucar-Szocki et al., p. 41).

During the decade of the 90s, Virginia adult educators prepared professional development plans on topics of interest to practitioners in adult education programs. The National Literacy Act of 1991 mandated that states spend 15% of their budget for professional development. Belzer, Drennon, & Smith (2001) reviewed professional development systems in five states, including Virginia. They felt that the method of having each adult educator develop a plan of self-improvement was a hallmark in professional development. Under this plan, retreats were held during the summer months for facilitators, usually the regional instructional specialist, to assist adult educators with their professional learning plans (PLPs).

In the localities, under the leadership of the facilitators, staff members developed plans which were forwarded to the Center for Professional Development in Richmond where they were entered into a computer. The practitioners had the opportunity to communicate with others with similar interests. Funding was available on a limited basis for purchase of books and other materials and for travel. The activities for professional development could be used for certificate renewal by teachers in the PK-12 system. Learning plans are no longer required, but staff

development continues as a bridge between local programs, the state, and national initiatives.

The Workforce Investment Act of 1998 eliminated the requirement that 15% of state budgets be used for staff development, but the act permitted professional development activities from the state leadership funds. Allowable activities included instruction on phonemic awareness and reading comprehension, technology assistance for staff training, and operation of state resource centers (Workforce Investment Act, 1998, p.1067). Virginia added family literacy and health literacy as adult education program priorities in 2002, so practitioners need to be informed of new expectations and guidelines in these programs.

Family literacy. Family literacy programs address the literacy needs of parents and children in inter-generational settings. The national family literacy model (National Center for Family Literacy, 2005) includes four components:

- Adult education for parents, grandparents, or other adult family member.
- Early childhood education to increase developmental skills of preschool children.
- Parent and child interaction activities at class sites strengthen the learning relationship between parent and child (PACT time) and help the parent learn how to teach their children through play.
- Parent groups for adults to share concerns with a trained instructor and their peers.

The Virginia Department of Education recognizes the importance of these activities by incorporating these components into family literacy programs such as Even Start (DeMary, 2003).

Darling (1992) was an early proponent of incorporating family literacy as an attempt to

break the cycle of poverty and low literacy skills. She gave statistics about workers, wasted human potential, and the role of the family in helping children feel safe and secure. The Training and Technical Assistance Centers at Virginia Tech and Radford University had a similar mission to "improve educational opportunities and contribute to the success of children and youth with disabilities . . . and children who have disadvantages or are at-risk for school failure" (Training & Technical Assistance Center, 2001, p.12). They provided training services in Southwest Virginia for parents, educators, and students of appropriate functional levels, including Head Start families and teachers. The regional instructional specialists had opportunities to schedule staff development on family literacy, assistive technology for youth, and special needs of students in adult education classes.

Health literacy. As a program priority of the Virginia Office of Adult Education and Literacy, health literacy is important to the regional instructional specialist. Rudd, Moeykens, & Colton (1999) provided a review of literature on health literacy. Literacy levels of patients affect the amount of information they can give to doctors, their understanding of instructions for care, and learning about prevention of diseases. The problem is exacerbated when the patient speaks a language other than English. The Virginia Adult Learning Resource Center has a Health Literacy Toolkit (Singleton, 2003) available to provide basic information for adult educators to use with their students, primarily those in English for Speakers of Other Languages (ESOL) programs.

Singleton (2003) reported that intake forms, insurance forms, and medical instructions are being written in simpler language. Patient information is being written in other languages; videos and interpreters are being utilized in some localities. The American Medical Association

(1999) provided information to help health professionals cope with the problem of illiteracy in the medical field. Useful information is expanding in the area of health literacy, and much can be found on the Internet.

Recruitment

The second job function of the regional instructional specialist was to –

> Develop student recruitment strategies that include (a) target populations for potential students; (b) referral agencies for potential students; (c) target population concentrations such as churches, businesses and industries, and civic and social groups; and (d) general population for information sharing of program offerings (Davis, 1997b, Section 5).

The Specialist Starter Kit (Davis, 1997b) gave tips for the regional instructional specialist for marketing GED classes that included newspaper articles, brochures, seasonal mailers, and PTA letters. The support of regional specialists for local program managers and their staff in their recruiting efforts helped to attract adult learners.

Lotito (1990) indicated that in one location of his study the regional instructional specialist had been hired by the Virginia Office of Adult Education to assist adult basic education administrators in a rural area in Virginia by sharing the task of recruiting students. The teachers in this location, however, were unclear as to the role of the regional instructional specialist. Additional in-service to help the teachers understand how the regional instructional specialist could support teachers in recruiting would be one way of increasing enrollment in the region.

Instructional Technical Assistance

The third job function (Davis, 1997b) approved by the Virginia Department of Education was –

> [to] provide instructional technical assistance for the Adult Literacy and Basic Education instructors in the region. In consultation with the board, [the regional specialist] may provide technical assistance services to the following practitioners: (a) volunteer tutors, (b) JTPA basic skills instructors, (c) GED instructors, and (d) other adult basic education practitioners. (Section 6)

McLendon (1992) described the types of assistance to be given and outlined the procedures to be used by the regional instructional specialist in supplying technical assistance. Assistance was needed by administrators because of early dropouts of adults, high numbers of overall dropouts, and low attendance in adult education classes. Instructional technical assistance was given to teachers and tutors who needed additional resources or referrals for special needs students or had large classes.

Instructional resources that could be provided to local instructors include articles from newspapers and magazines, conference material related to instruction of adult students, information on the Virginia Adult Learning Resource Center, and ideas that are being used by fellow instructors (Davis, 1997b). A manual for new teachers was available from the Mount Rogers Regional Adult Education Program (2003).

Infusion of technology. One of the areas within instructional technical assistance is the infusion of technology, a program priority of the Virginia Office of Adult Education and Literacy since 2003. Online courses from the Virginia Adult Learning Resource Center (Using

Technology to Enhance GED Instruction, for example) give instructors the opportunity to become more proficient in using technology in the classroom.

Workplace Literacy Training

The fourth supportive job function assigned to regional instructional specialists by the Virginia Department of Education was to "broker workplace literacy programs by introducing businesses to employee education services and matching businesses with the appropriate local adult education and literacy provider" (Davis, 1997b, Section 7).

The National Education Goals Panel (1994b), with John R. McKernan, Jr., as chairman for the fourth report, specified two objectives (under Goal 6: Adult Literacy and Lifelong Learning) related to the workplace and employment:

> *Every major American business will be involved in strengthening the connection between education and work.
>
> *All workers will have the opportunity to acquire the knowledge and skills, from basic to highly technical, needed to adapt to emerging new technologies, work methods, and markets through public and private educational, vocational technical, workplace, or other programs. (p. 10)

Training for the workplace can be delivered either in the industries or in adult education centers with specific classes for the workplace. The cost of workplace classes may be shared with the company or born solely by the adult education program. The Workforce Investment Act of 1998 (Pub. L. No. 105-220) provided guidelines for such workplace programs. Skills development, GED instruction, and employability skills instruction were authorized for delivery

at One-Stop locations. At the state level, workplace literacy had been a task for specialists since the program began, but it became a priority for adult education programs in 2002 (Virginia Department of Education, 2002b).

Linkages With Other Agencies

Many adult education students come to classes with various needs besides educational deprivation. One recommendation in a 1978 longitudinal study conducted by Virginia Commonwealth University was for local adult education personnel to take the initiative to contact agencies in the community that serve the same clients as adult education (Sherron, 1985). Suggested tasks were the development of agency directories for localities and local advisory committees and periodic meetings with such community agencies as the departments of social services, employment agencies, libraries, and volunteer groups to benefit the adult client and eliminate duplication of services.

Davis (1997b) identified the fifth job function for the regional instructional specialist: "to develop community and regional networks with referral agencies and adult education providers" (Section 8). Lotito (1990) found that the regional instructional specialist in one location in Virginia gave assistance to adult basic education administrators in the coordination of local and state adult education governing bodies, including literacy volunteers. Martin, Tolson, and Carrier (1992) reported that many adult students need a variety of support services such as childcare, transportation, and financial assistance to stay in school. Hayes (1988) described barriers confronted by these educationally disadvantaged adults, including transportation to classes and gave

strategies tailored specifically to retaining them in the adult education classes.

The regional instructional specialist must be aware of programs available for referring clients. The Regional Literacy Coordinating Committees in Virginia serve as valuable resources when evaluating such program needs. The Virginia Literacy Initiative (1994) provided a list of five goals for Regional Literacy Coordinating Committees, the second of which is "to facilitate communication among public and private literacy service providers and support organizations within the region" (p. 38). Membership on each Regional Literacy Coordinating Committee consists of at least one representative from each of the following groups located in that region:

- Adult education providers
- Community colleges
- Private or volunteer literacy service providers
- Employment and training service
- Libraries
- Social services
- Business and industry
- Department of Correctional Education
- Colleges or universities
- Department of Economic Development
- Virginia Employment Commission
- Department of Rehabilitative Services

- Adult education regional instructional specialists
- Regional program planners
- Employee development directors

These agencies represent providers in most areas that assist the adult learner, from the non-reader to the unskilled laborer who is in need of additional training to find employment. The Virginia Plan for Adult Education (Virginia Department of Education, 1999b) provides for representatives of these agencies to meet as often as necessary to plan the adult education program across each of the twenty-two regions. The regional specialist is in an ideal position to facilitate this collaboration and coordination.

Administrative Tasks

Literature related to program tasks in five areas of responsibility of the adult education regional instructional specialists in Virginia has been identified and discussed. However, other tasks that the regional instructional specialists perform are pertinent to the study. These tasks relate to routine office procedures and the delivery of services and are characterized as administrative in nature.

The description of administrative tasks has a long history. Gorton (1976) summarized both tasks and processes of school administrators. His categorization of administrative tasks follows:

1. Staff personnel
2. Pupil personnel
3. Community-school leadership

4. Instruction and curriculum development
5. School finance and business management
6. School plant
7. General tasks

To perform the tasks related to each of these areas, the administrator must perform certain processes. Gorton (1976, p. 44) listed thirteen of these processes:

1. Problem identification
2. Diagnosis
3. Setting objectives
4. Decision making
5. Planning
6. Organizing
7. Coordinating
8. Delegating
9. Initiating
10. Communicating
11. Working with groups
12. Problem solving
13. Evaluating

Other authors {Getzels, Lipham, & Campbell, 1968, Gulick & Urwick, 1937 (as cited in Hanson, 1985)} listed the administrative processes as POSDCoRB: **P**lanning, **O**rganizing,

Staffing, **D**irecting, **Co**ordinating, **R**eporting, and **B**udgeting. Many of those administrative functions were revisited by Galbraith (1997-1998) from the adult education perspective:

- To develop a philosophy and mission and communicate them to the public.
- To establish goals.
- To plan, using identified needs, budgets, staffing, and delivery methods.
- To organize programs in relation to locations, content and curriculum, and advertising.
- To lead, establishing direction and inspiring people to move upon the established plan.
- To staff, coordinating in-service training and encouraging attendance.
- To budget and market, looking for innovative resources for program development.
- To evaluate, demonstrating accountability and identifying both successful and unsuccessful components (pp. 22-23).

Administrative skills included communication and coordinating, working with groups, and critical thinking.

Huber (1997) described administrators of adult education programs as managers and leaders. As managers, administrators manage “people, programs, and budgets. As personnel managers, they are responsible for recruitment, selection, and evaluation of adult education facilitators” (p. 10). Additional functions include giving direction and guidance to support staff, conducting needs assessments, setting program goals, establishing evaluation procedures, marketing the program, and securing adequate facilities, equipment, and supplies. Recent additions to the list include securing technology for activities such as distance learning and internet discussion groups. Administrative managers must always focus on accountability.

As leaders, administrators of adult education programs are responsible for creating a positive work climate, often by fostering dialogue and creative thinking, leading to shared visions and goal enhancement (Huber, 1997). Finding a balance between the role of manager and leader results in an effective administrator who is "passionate, authentic, credible, [and] ethical" (Huber, p. 11).

Planning is a central component of administration. Barclay (1997) offered ten suggestions to strengthen the planning process. As a necessary ingredient for any successful organization, the process must be well structured and involve the right people as team members. The process should limit the number in the group to enhance interactive participation, have a group facilitator, respect opinions, and review market research. "Planning is a continuous process designed to make the future better than the past" (Barclay, p. 14).

Sergiovanni (2001) added thoughts about management and leadership by stating, "Management is concerned with doing things right. . . . Leadership is concerned with doing right things" (p. 49). He gave three styles of leadership for a principal that also relate to administrators in adult education, each in different situations:

- Traditional leadership emphasizes hierarchy, rules, and management that get people to respond as subordinates.
- Human resource leadership emphasizes supportive climates and interpersonal skills for people as self-actualizers.
- Bonding leadership emphases ideas, values, and beliefs that get people to respond as followers (pp. 132-133).

The research on the work performed by the regional instructional specialist contained the tasks performed in the office, at class sites, and at in-service locations, whether programmatic or administrative. This literature helped the researcher to more fully understand the work of the regional instructional specialist. The next section is a review of research on case-study methods that was helpful in conducting the research on the work of the regional instructional specialist.

Case Study Methods

The literature reviewed in this section is related to the method of investigation used by the researcher. A qualitative design, and specifically a case study, has specific advantages that give researchers the opportunity to listen to informants, to review artifacts, and to build a picture of the person, position, or situation under study. These advantages are especially important when there is little or no research on the subject at hand, and that was the case with the work of the adult education regional instructional specialist.

The case study can be used to find answers to how and why questions (Yin, 1989). How and why questions provide more explanation than multiple-choice questions and are used in case studies, histories, and experiments as the preferred research strategies. In attempting to find explanations, the researcher's strategy is to thoroughly study documents, to conduct interviews, and to observe participants and phenomena. Yin further stated, "The distinctive need for case studies arises out of the desire to understand complex social phenomena. In brief, the case study allows an investigation to retain the holistic and meaningful characteristics of real-life events" (p. 14).

Case studies are used “to gather comprehensive, systematic, and in-depth information"

(Patton, 1990, p. 384). Patton delineated three kinds of data collection that may be used in case studies: (1) in-depth, open-ended interviews; (2) direct observations; and (3) written documents. Interviews provide data from people about their experiences, knowledge, feelings, and opinions. Direct observation provides detailed descriptions of human experiences, including people's behavior, actions, and activities. Document analysis provides a close look at official reports, correspondence, publications, and program records and allows for excerpts or entire passages to be used as quotations in qualitative inquiry.

Data for case studies come from spending time at the location under study. Typically, the researcher makes firsthand observations, talks to participants, reviews documents, and collects extensive field notes (Patton, 1990). The data are analyzed and organized into descriptions of major themes, categories, and illustrations. The researcher using qualitative methods studies selected topics in detail and in depth.

Ritchie & Lewis (2003) edited a book containing qualitative research topics. Ritchie authored Chapter 2 and described functions of various qualitative methods:

- Participant observation allows the researcher to become part of the group under study.
- Observation as an outsider gives the opportunity to look at several members of the study group without participating as a member.
- Documentary analysis involves looking at existing documents to determine usable content and to reveal deeper meanings. History students often examine documents.
- Discourse analysis explores systems of a social nature and may involve both documentary and conversation analysis.

- Conversation analysis studies the way a conversation is enacted as well as embedded themes. (p. 35)

Data may be generated by biographical methods, individual interviews, paired interviews, or focus groups.

Data Collection and Analysis

In an in-depth study, Mintzberg (1973) sought to determine the work of a manager by asking the question, "What do managers do?" The study of the regional instructional specialist is similar to Mintzberg's study, because one of the research questions is: "What are the tasks performed by the regional instructional specialist?" Mintzberg's (1973) methodology was inductive (describing what he did not know), comprehensive (describing the whole job of the manager), and intensive (probing deeply). The data were examined in three phases: preliminary data collection, recording of observations, and coding of observations. The study of the regional instructional specialist is inductive, and the data were examined in the same three phases.

Miles & Huberman (1994) stated that analysis of data consists of three concurrent activities: data reduction, data display, and conclusion drawing and verification. Data reduction should be on-going, consisting of the selection, simplification, abstraction, and transformation of the raw data from written field notes. This process starts even before the data are actually collected, when the researcher decides the questions, the site, and the approaches for data collection. Because of the detail in the types of data collected, the amount of data is said to be rather large.

Such data displays as matrices, graphs, and charts help the researcher to simplify and

interpret the data (Miles & Huberman, 1994). These displays help to make the organized information readily accessible in a compact, systematic design. As the analytic process continues, from data collection through reduction with displays, conclusions are drawn and verified in an ongoing manner.

The researcher begins early to decide the meaning of certain data and processes, explores further, making note of irregularities, peculiarities, and possible explanations, and maintains a questioning awareness of activities in the field of study. As conclusions are drawn from the collection of data, the researcher might find that additional data are necessary or helpful. This makes the process an ongoing analytical procedure, from data collection to data reduction to data displays to conclusion drawing (Miles & Huberman, 1994)

Maykut & Morehouse (1994) found the constant comparative method to be a valuable way to analyze qualitative data. They described procedures for preparing raw data from the field for data analysis. These steps are summarized as follows:

1. Type all field notes, transcribe all audio taped interviews, and type any handwritten documents.
2. Code data as to the source, e. g., **S** (Sue the interviewee), **I** (an interview transcript), **8** (the line within the transcript).
3. Photocopy all coded data; work from copies. Identify chunks or units of meaning in the data, draw lines to separate the units, select a word or phrase that gives meaning to the data unit, noting both the phrase and source in the margin.
4. Cut apart these units, taping each unit onto an index card, noting the source codes.

5. Reread and examine the data to identify themes, topics, and patterns, cluster these index cards to focus on the categories, making "rules for inclusion," noting both positive and negative aspects of the topics.

Summary

The review of literature has helped the researcher to trace some aspects of adult literacy and adult education, including the definitions and delivery of services from the earliest years of the United States. The expectations have changed, according to the definition used, from being able to write one's name to being able to enter data into a computer – from horse-and-buggy days to modern jobs in technology.

Five areas of responsibility were identified as tasks for the regional instructional specialists in Virginia and were labeled as supportive. By examining these areas and looking at the tasks performed, the researcher understood more fully what needed to be studied. Family literacy, health literacy, and technology were three topics that evolved from the literature review as being part of the work of the regional instructional specialist and were added as related areas in staff development and technical assistance.

The literature related to methodology focused the researcher more clearly upon the topic under study and some useful methods of collecting, organizing, and using data to present findings. Methodological details are discussed in Chapter Three.

CHAPTER 3

METHODOLOGY

Case study methodology was applied to the study of the work of the regional instructional specialist in the Mount Rogers Region of Virginia. The case study began with the selection and description of the case site. Data collection and analysis are described, including the interview protocols, the process used to assess the content validity of the protocols, and the plan for data collection and analysis.

Selection of the Case Site

When selecting the location in which to conduct the study of the work of the regional instructional specialist, consideration was given to several factors: the length of time that the adult education program had been regionalized, the quality of the program offered, the number of classes and students served by the program, and the proximity of the geographic region to the researcher. The researcher held a conversation with Lennox McLendon (Personal communication, 1995), the Adult Education Supervisor in the Virginia Department of Education at the time this project was being planned. According to McLendon, the Mount Rogers Regional Adult Education Program met the first three criteria. The last criterion, proximity, was met because the researcher lives in southwestern Virginia.

The Mount Rogers Region has had the services of an adult basic education regional instructional specialist since 1989, and during the past few years, the region gained a reputation for excellence of programs based on the number of adults participating in the programs and the quality of services delivered (Hayes, 2003; Spacone, 2001). Adult education leaders across the

state looked for managerial guidance from the program planner and regional instructional specialist in this region. The program has been featured in national and regional publications and at meetings of national organizations. For example, Deborah Lowe, former regional program planner, described workplace services provided by the Mount Rogers Regional Adult Education Program and class offerings to plant managers in the region in the Journal of the Appalachian Regional Commission (Baldwin, 1998).

After the placement of the regional instructional specialist in the Mount Rogers Region in 1988, the number of programs increased. Workplace literacy programs were requested by industries. Local school divisions added a number of adult basic education and General Educational Development (GED) classes. The program grew to the extent that additional help was needed for administering the programs. During the months that followed, according to a former regional instructional specialist, the tasks became so numerous that an additional person in the position of a program manager was added, as stated in the box at the right. The fourth criterion was a personal choice of the researcher. She lives within the region and this afforded her access to resources for the study within a reasonable distance from her home.

> "The program manager's [position] grew from the position of specialist. A for instance on that – when I was doing the specialist's work in the seven areas, I saw the need for a full-time person. I called the state administrator, and said, 'Look! In order to do the proper job, you need full-time administrators in these areas. We need to have an office set up, someone there full-time.'" (BC, I, 57-60)

For all of these reasons, the regional specialist for the Mount Rogers Region is a reasonable choice for understanding how the geographical, historical, legal, and program contexts affect the work of the regional specialist.

Description of the Case Site

The case site, the Mount Rogers Region of Southwest Virginia, is described according to location, demographics, geography, educational levels of the residents, and the opportunities available for educational pursuit.

Location

The Mount Rogers Region of Southwest Virginia is part of Regional Literacy Coordinating Committee #2, Planning District #3, and consists of the counties of Bland, Carroll, Grayson, Smyth, Washington, and Wythe, along with the cities of Bristol and Galax (for map see Virginia's Planning Districts at http://www.virginia.edu/coopercenter/gif/vapd.gif). The adult education program in Carroll County has separate administrative leadership and funding. Therefore, most of the services provided by the regional instructional specialist are not delivered in Carroll County.

The region is rural, with the basic industry being farming. A variety of smaller industries serve the region, including mining-related industries and the manufacturing of furniture and textiles. Unemployment has recently (2003) become a problem because of the closing of various factories. The Virginia Employment Commission, with an office in Radford, conducts "Rapid Response Meetings" with the regional instructional specialist and other educational leaders who provide services to the unemployed (BC, I, 128-130).

Two interstate highways serve the region: Interstate 77 enters Bland County from the West Virginia border, traverses Wythe County, and exits from Carroll County into North Carolina. Interstate 81 enters from the north after crossing through Montgomery and Pulaski

Counties, merges with Interstate 77 near Wytheville, continues in this manner for a distance until separating and heading toward Bristol by way of Washington County, and then enters into Tennessee. Additionally, U. S. Routes 52, 21, 11, and 58 contribute to the movement of traffic throughout the region.

Demographics

According to the 2000 Census (United States Bureau of the Census, 2000) within the six counties and two cities of the Mount Rogers Region, the population totaled 190,020. Of this number, 134,970 were over the age of 25, with 42,297 (31.3%) of these having less than a high school diploma. This percentage contrasts with 18.5% for the state of Virginia (see Table 2). The localities with the greatest percentage of adults without high school diplomas are Galax (39.6%), Grayson County (35.9%), and Carroll County (35.7%). The city of Bristol has the lowest (27.6%), but this is still above the state average. These figures indicate a need for adult education programs in the Mount Rogers Region.

Educational Level of Residents

The figures in Table 3 reflect the need for basic education for adults in the state of Virginia and in the Mount Rogers Region. The percentages were derived by dividing the number of adults in each category by the total number of adults over the age of 25. Seven and two tenths percent of the individuals over the age of 25 in the state of Virginia have less than a ninth grade education (338,184 divided by 4,666,574). This compares to 15.0 percent in the Mount Rogers Region (20,221 divided by 134,970). At the state level 29.5 percent of the adults over the age of 25 have attained a bachelor's degree or above, compared to 12.4 percent in the Mount Rogers

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Table 2

Population of the Mount Rogers Region in Virginia, With Various Other Figures Related to Education, 2000 Census

County/city	Total population	Population age 25 and over	Population age 25 and over with less than 9th grade education	Percentage of population age 25 and over with less than 9th grade education	Population age 25 and over with less than high school education	Percentage of population age 25 and over with less than high school education
Bland	6,871	4,989	737	14.8	1,451	29.1
Carroll	29,245	21,006	3,699	17.6	7,498	35.7
Grayson	17,917	13,086	2,336	17.9	4,702	35.9
Smyth	33,081	23,255	3,488	15.0	7,556	32.5
Washington	51,103	35,958	4,654	12.9	9,967	27.7
Wythe	27,599	19,528	2,770	14.2	5,820	29.8
Bristol (City)	17,367	12,366	1,530	12.4	3,410	27.6
Galax (City)	6,837	4,782	1,007	21.1	1,893	39.6
Mt. Rogers Region	190,020	134,970	20,221	15.0	42,297	31.3
Virginia	7,078,575	4,666,574	338,184	7.2	864,610	18.5

Note. The data are from Table DP-2. Profile of Selected Social Characteristics: 2000. (U. S. Bureau of the Census, 2000).

Table 3

Educational Attainment of Adults in Virginia and the Mount Rogers Region, Persons 25 Years and Over

Categories	Virginia		Mount Rogers Region	
	N	%	N	%[a]
Less than 9th grade	338,184	7.2	20,221	15.0
9th to 12th grade, no diploma	526,426	11.3	22,076	16.4
High school graduate or equivalency	1,212,463	26.0	44,497	33.0
Some college, no degree	951,700	20.4	23,079	17.1
Associate's degree	262,813	5.6	8,335	6.2
Bachelor's degree	835,011	17.9	11,072	8.2
Graduate or professional degree	539,977	11.6	5,670	4.2
Total	4,666,574	100.0	134,970	100.1

Note. The data are from Table DP-2. Profile of Selected Social Characteristics: 2000. (U. S. Bureau of the Census, 2000).

[a] Total of percentage is greater than 100% because of rounding.

Region. The statistics are from the 2000 census data (United States Bureau of the Census, 2000).

Geography

The geography of the Mount Rogers Region affects the offering of classes for Adult Basic Education. This region is bounded on the north by West Virginia and on the south by North Carolina and Tennessee.

The highest mountain peak in Virginia, Mount Rogers, attracts tourists, but it makes much of the region nearly inaccessible. The roads in the higher elevations are the first to be covered by ice and snow during bad weather, causing loss of many school days during the school year. Many communities are pristine, with much forested land. The rural nature of the Mount Rogers area is an asset when planning recreational programs, but it is a deterrent to the delivery of programs for adults. The traveling distances for attending classes hinder many adults in their class participation. Distance learning by correspondence is an option in some parts of the state, and it has recently been undertaken by the Mount Rogers Regional Adult Education Program. On-line classes are available in some locations, but the system is not available to those without technology in the home.

Technical Schools, Colleges, and Universities in the Region

Many technical schools in the region offer night classes. With the exception of Bland County, each county in the Mount Rogers Region maintains a vocational center with special classes for the working public. Examples of classes offered are auto mechanics, computer technology, building trades, and food service. Washington County Skills Center specifically targets the adult learner with day and evening classes.

Several colleges and universities within the Mount Rogers Region supply higher education classes for those interested in pursuing further training. These include:

East Tennessee State University

Emory and Henry College

King College

Old Dominion University

Radford University

Southwest Virginia Higher Education Center

University of Virginia at Wise

Virginia Intermont College

Virginia Highlands Community College

Virginia Tech

Wytheville Community College

These centers provide specific educational activities for adults, including the adult students and the professional staff in adult basic education. Of special interest to the residents of Southwest Virginia and the Mount Rogers Region is the Southwest Virginia Higher Education Center in Abingdon, VA. This facility offers a variety of services, including a mobile computer technology laboratory with thirty portable computers and wireless capabilities. Part-time and non-traditional students may pursue further training during evening hours and on weekends or participate in distance learning and on-line courses. Cooperation among the institutions of higher education and the adult basic education programs helps to meet the goals and objectives of all

the programs.

Data Collection and Analysis

Data were collected with interviews, through document reviews, and by observations of the regional instructional specialist at work. State officials, regional specialists, program managers (both local and regional), adult education teachers, and adult education students were interviewed. Among the documents that were reviewed were reports presented by teachers and the regional instructional specialist, state and federal laws, state and local planning documents, and data reports from the regional office and the Virginia Department of Education. Observations were made in the regional office, in classrooms, and at in-service meetings. Each of these processes yielded data to describe the work of the regional instructional specialist in the Mount Rogers Region of Virginia.

Interviews

Interviews were conducted with a former Virginia Director of Adult Education and Literacy (who was serving as director at the time of the interviews), a former regional instructional specialist, the present (2005) regional instructional specialist, her immediate supervisor (regional program manager), a local adult basic education administrator, three teachers in the adult education program, and three adult students. The local adult education administrator was selected after conferring with the regional program manager and was in the same town as the regional office. The teacher at each of two sites selected and their students who had time available in their schedules were selected when the researcher visited classes with the regional instructional specialist. The third teacher was interviewed at the Virginia Institute of

Lifelong Learning in Radford. Interview questions were assessed for content validity and question clarity and organized in protocols for each participant.

Construction of the Protocols

The interview questions were based on the three research questions and the domains in the conceptual framework. The domains were historical context, legal context, geographical context, program context, administrative tasks, program tasks, and outcomes. The initial interview questions within each domain were constructed from the researcher's knowledge of the adult education program. By using the outcomes of the content validity process, the questions were reexamined and clustered within the domains being studied.

Careful consideration was given to determine which informant would have access to information that would help answer each of the research questions. From the master list of 37 questions in Appendix C, six protocols were devised, one for each positions listed. The protocols are in Appendix D.

Background for the position of regional instructional specialist and information on the transition to the present day program were collected from a former director of the Virginia Office of Adult Education and Literacy, the former regional instructional specialist in the Mount Rogers Region, the regional program manager, and the regional instructional specialist. They reviewed the expectations and the outcomes that are evident in the work of the regional instructional specialist. The administrator at the local level serves as a member of the regional board, was very familiar with the adult education program, and provided valuable information. Teachers and adult students gave additional information about the work being performed by the regional

instructional specialist.

Content Validity of the Interview Questions

The content validity for the questions in the interview protocol was assessed using three groups of validators. First, the topic was discussed with fellow members of a doctoral seminar at Virginia Tech during the spring of 1998 (Trial 1). The purpose of the study, a list of the research questions, and a description of the methodology preceded the list of questions. Interview questions were clustered for a state director of adult education, a program manager, and a regional instructional specialist. The seminar students were asked if each question were appropriate for the study and to make comments on each question. A suggestion was made to include teachers in the survey, clarification of several of the questions was advised, and editorial changes were suggested. The format for the questionnaire was changed from clustering of the questions for each interviewee to a master list for general use.

The questions were then reviewed by a group of doctoral students in a research seminar at Virginia Tech during the fall of 2001 (Trial 2). Twenty questions were presented at that time. The domains were defined in the introduction to the instrument. The doctoral students were asked to assess the association of the potential interview questions with domains by circling the number (from one to seven) of the domain to which they thought each interview question belonged. In addition, they rated the clarity of each question from one to three and made suggestions for editorial changes when they rated an item less than three. Two questions pertained to the demographics of the respondents and were not used in the validation process. The questions were reviewed and revised after consulting with the researcher's faculty advisor.

One of the evaluators thought that the questions would not collect the information needed by the researcher. Others thought questions that could be answered with "yes" or "no" should be reworded to gather more in-depth, meaningful information. One thought that the question, "What can you tell me about the history of federal legislation supporting adult education?" was too broad. These suggestions were considered; questions were added and edited.

The edited list had 43 questions, including two for demographics. They were presented to eight colleagues of the researcher (Trial 3). Adult education teachers and administrators were included in this group. A worksheet containing the items and descriptions of the seven domains of interest in the study were presented to the eight evaluators (see Appendix E). The evaluators were asked to determine the domain to which they thought each question was most closely associated by circling a number from one to seven. They were also asked to evaluate the clarity of each question by circling a number from one to three, with one being low clarity and three being high clarity, and to make suggestions if they assigned a rating of one or two to a question.

Using the Statistical Program for the Social Sciences (SPSS, 1994), the mode for each of the questions was determined, signifying the domain with which the students believed the question was most closely associated, and the clarity of each question. The goal of the researcher was to have seventy-five percent (75%) of the reviewers place the item in the domain anticipated by the researcher and to have each item produce a clarity rating of at least 2.5 out of 3.0. The results of the third round (Trial 3) of the validation process are in Table 4.

Validation results. The results of the content validation were examined. Domain associations and clarity ratings were used to revise questions and produce a final list of interview

Table 4

Content Validation: Domain and Clarity of Interview Questions, Trial 3

Item	Trial 3 (N=8)				
	Expected domain	Domain placement		Clarity	
		N	%	M	SD
1 What is your name?	N/A				
2. What is your title?	N/A				
3 What can you tell me about the history of federal legislation supporting adult education?	1	7	87.5	2.88	.35
4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.	1	8	100.0	2.88	.35
5. What other regions were involved in this preliminary "start-up" of regional programs?	1	4	50.0	2.63	.74
6. Regional instructional specialists have since been hired in other regions in Virginia. What is the history of this position?	1	8	100.0	2.75	.71
7. Program managers work in some regions. What is the history of their position?	1	7	87.5	2.75	.71
8. Under what authority at the federal, state, and local levels does the adult education program operate?	2	7	87.5	2.88	.35
9. How does the position of regional instructional specialist fit into the state structure for adult education? How does your position fit?	2	2	25.0	2.50	.75
10. Describe the financial support provided for the regional instructional specialists.	2	7	87.5	2.75	.46
11. What supervisory positions at the state level and at the regional level are in place to oversee the work of the regional instructional specialist?	2	6	75.0	2.63	.74
12. What is the role and influence of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program?	3	6	75.0	2.86	.38

(table continues)

Note. N/A = Not applicable.

Item	Trial 3 (N=8)				
	Expected domain	Domain placement		Clarity	
		N	%	M	SD
13. What is the role and influence of this committee at the state level?	4	4	50.0	2.71	.76
14. What counties and cities are served by the Mount Rogers Regional Adult Education Program?	3	6	75.0	2.86	.38
15. Which adult education site is the farthest from the regional office in Abingdon? What distances are covered?	3	6	75.0	3.00	.00
16. How does the geography of the region affect the work of the regional instructional specialist as to class visits or professional development?	3	5	62.5	2.86	.38
17. Describe the chain of command in adult education in the region and relate it to the entire state structure in adult education.	2	4	50.0	2.57	.79
18. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?	4	7	87.5	2.71	.49
19. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to the Mount Rogers Region?	4	8	100.0	2.86	.38
20. What programs are provided in the Mount Rogers Regional Adult Education Program in the following areas: • Corrections • Family literacy • English as a second language • Workplace • Technology • Follow-up of students • Further training or education • Literacy • High school equivalency (GED) • Learning disabilities and the adult learner • Other areas	5	5	62.5	3.00	.00

(table continues)

Item	Trial 3 (N=8)				
	Expected domain	Domain placement		Clarity	
		N	%	M	SD
21. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?	5	5	62.5	2.57	.54
22. What type of training is provided for the regional instructional specialists to enhance understanding of the expectations of the program for them and those with whom they work?	5	5	62.5	3.00	.00
23. Describe the need for services provided by the regional instructional specialists in adult education in Virginia and specifically in the Mount Rogers Region.	4	7	87.5	2.88	.35
24. How do the regional instructional specialists allot their time in relation to specific program tasks?	6	4	50.0	2.50	.76
25. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the specialist in this process for the Mount Rogers Regional Adult Education Program.	5	7	87.5	3.00	.00
26. Describe the process for scheduling (or not scheduling) new classes in a locality.	4	4	50.0	2.88	.35
27. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given to the teachers (and when)?	5	6	75.0	2.88	.35
28. Community literacy groups participate in many localities. Which, if any, counties have such groups in this region?	5	6	75.0	2.88	.35
29. How do these literacy groups contribute to the goals of adult education, and what technical assistance is given to them by the regional instructional specialist?	5	5	62.5	2.88	.35

(table continues)

Item	Trial 3 (N=8)				
	Expected domain	Domain placement		Clarity	
		N	%	M	SD
30. Technical assistance might include class visits. When are visits made to classes? PROBE: Who decides which classes to visit? What observations are made? After a class visit, what reports are made and to whom?	5	7	87.5	2.88	.35
31. Adult education is a partner in the Workforce Investment Act (WIA) ONE STOP. What educational services are provided for the WIA that relate to the regional instructional specialist?	5	6	75.0	2.75	.71
32. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment methods? When and where are advertisements used?	5	5	62.5	3.00	.00
33. The governor of Virginia appoints members to the Virginia Advisory Council for Adult Education and Literacy and the executive director for the Council. How are referrals and linkages made at the local level? PROBE: How does the regional instructional specialist help?	5	4	50.0	2.50	.54
34. What administrative tasks does the regional instructional specialist perform? These might include ordering supplies, hiring and supervising teachers, and evaluating performance.	6	6	100.0	3.00	.00
35. What equipment and personnel are available to assist the regional instructional specialist in the daily routine of the office?	6	6	75.0	2.88	.35
36. What reports are submitted to and by the regional instructional specialist?	6	6	75.0	2.88	.35
37. How many classes are in operation in the Mount Rogers Regional Adult Education Program?	7	1	12.5	2.88	.35
38. How many adults has the Mount Rogers Regional Adult Education Program served since becoming a regional program?	7	4	50.0	3.00	.00

(table continues)

Item	Trial 3 (N=8)				
	Expected domain	Domain placement		Clarity	
		N	%	M	SD
39. Describe a successful staff development program that you have had or that is planned.	5	5	62.5	2.75	.46
40. What types of referrals do the regional instructional specialist and others make for adults in the adult education program (Department of Social Services, Rehabilitation, Virginia Employment Commission, health department, for example)?	7	7	87.5	3.00	.00
41. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?	7	7	87.5	2.88	.35
42. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?	7	6	75.0	2.75	.71
43. What success stories can you share with me?	7	7	87.5	3.00	.000

Note. Expected domains were: 1 = Historical context, 2 = Legal context, 3 = Geographical context, 4 = Program context, 5 = Program tasks, 6 = Administrative tasks, and 7 = Outcomes. Clarity ratings were: 1 = not clear at all, delete; 2 = somewhat clear, revise; and 3 = clear, leave as is.

questions. Four questions produced a 100% domain association (Numbers four and six were combined for the final list.), and nine questions were rated 3.00 for clarity. Twenty-five questions met the goal of 75% domain association, and no question received an average rating below 2.50 for clarity.

Seven questions produced a 62.5% domain association and were accepted for the selected domain following revisions. Item five with a 50% association with history was retained. Item nine related to the state structure and the position of regional instructional specialist. It received 25% association for the legal domain association and a clarity rating of 2.50 and was deleted. Item 13 asked about the role of the Regional Literacy Coordinating Committee at the state level, and item 17 asked about the chain of command. Each yielded only a 50% association with the legal context but was left in the legal context when the final list was established. Item 24 (time on program tasks) and item 33 (Virginia Advisory Council and linkages) had both a low clarity rating of 2.50 and 50% or below for domain association. Item 24 was deleted; item 33 was revised to make it clearer. Item 37 dealt with the number of classes and yielded only 12.5% association, and item 38 asked for the number of students served, with a 50% association. They were expected to be associated with outcomes. Both were deleted because another source was available for gathering this information. One question was added (question five in the final list).

The researcher looked at the comments on the charts submitted by the evaluators and found the suggestions very useful. After conferring again with her advisor, the researcher constructed the six protocols and a table displaying the questions, domains, and informants to whom the questions would be addressed (see Table 5). The final master list contained thirty

Table 5

Data Collection and Analysis Matrix: Connections Among Research Questions, Interview Questions, and Sources of Data

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
Demographics of interviewees	1. What is your name?	X	X	X	X	X	X
	2. What is your title?	X	X	X	X	X	
What is the historical context in which the rural regional instructional specialist works?	3. What can you tell me about the history of federal legislation supporting Adult Basic Education?	X	X	X	X		
	4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.	X	X	X	X	X	
	5. What were the job assignments for the regional instructional specialists?	X	X	X	X	X	
	6. Program managers work in some regions. What is the history of this position?	X	X	X	X	X	
What is the legal context in which the rural regional instructional specialist works?	7. Under what authority at the federal, state, and local levels does the adult education program operate?	X	X	X	X		
	8. Describe the financial support for adult education and specifically the regional instructional specialist.	X	X	X	X		

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What is the legal context in which the rural regional instructional specialist works?	9. What supervisory positions at the state level and at the regional level are in place to oversee the work of adult education and the regional instructional specialist?	X	X	X	X		
	10. Describe the chain of command in adult education from the state level to the regional level, including your position.	X	X	X	X		
What is the geographical context in which the rural regional instructional specialist works?	11. What counties and cities are served by the Mount Rogers Regional Adult Education Program?	X	X	X	X		
	12. Which adult education site is the farthest from the regional office in Abingdon? How many miles from end to end?		X	X	X		
	13. How does the geography of the region affect the work of the regional instructional specialist as to class visits or professional development?	X	X	X	X	X	
	14. What is the role of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program? At the state level?	X	X	X	X		

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What is the program context in which the rural regional instructional specialist works?	15. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?	X	X	X	X		
	16. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to educational levels for the Mount Rogers Region?		X	X	X		
	17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.	X	X	X	X	X	

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What is the program context in which the rural regional instructional specialist works?	18. What programs are provided in the following areas? • Corrections • Family literacy • English as a second language • Workplace • Technology • Literacy • High school equivalency • Learning disabilities • Other areas	X	X	X	X	X	
	19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?	X	X	X	X	X	
	20. What type of training is provided for the regional instructional specialist to enhance her understanding of the expectations of the program for her and those with whom she works?	X	X	X			

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What are the program tasks performed by the rural regional instructional specialist?	21. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.	X	X	X	X	X	
	22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?	X	X	X	X	X	
	23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit, what reports are made and to whom?	X	X	X	X	X	
	24. Community literacy groups participate in some localities. How do these literacy groups contribute to the goals of adult education?	X	X	X	X		

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What are the program tasks performed by the rural regional instructional specialist?	25. What technical assistance is given by the regional instructional specialist to these literacy groups?	X	X	X	X		
	26. Adult education is a partner in the Workforce Investment Act One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist? Please comment on any workplace programs that receive your services.	X	X	X	X		
	27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?	X	X	X	X	X	
	28. What linkages are made at the local level? PROBE: How does the regional instructional specialist help? (Include Regional Literacy Coordinating Committee.)	X	X	X	X	X	

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What are the administrative tasks performed by the rural regional instructional specialist?	29. Describe the process for scheduling new classes in a locality.	X	X	X	X	X	
	30. What administrative tasks does the regional instructional specialist perform? This might include ordering supplies, hiring and supervising teachers, and evaluating performance.	X	X	X	X		
	31. What equipment and personnel are available to assist the regional instructional specialist in the daily routines of the office?		X	X	X		
	32. What reports are submitted to and by the regional instructional specialist?	X	X	X	X	X	
	33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?	X	X	X	X	X	X

(table continues)

Research question and domain	Interview question	Source of data					
		Former state director	Regional program manager	Regional instructional specialist	Administrator	Teacher	Student
What are the outcomes of the rural regional instructional specialist's work?	34. Describe a successful staff development program that you have had or that is planned.		X	X	X	X	
	35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?	X	X	X	X	X	
	36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?	X	X	X	X	X	
	37. What success stories can you share with me?	X	X	X	X	X	X

seven questions, including the two for demographics.

Practicing the Interviews

The researcher practiced the interview process before conducting the actual interviews. The regional instructional specialist for the Roanoke Valley Adult Education Program and the program planner for Roanoke City were contacted in the fall of 2002 and asked for permission to visit their office and practice the questioning process. The researcher conducted the interview with both the specialist and planner present. The facilities were appropriate for the interview, with space to place the tape recorder near both of the interviewees. A smaller recorder made a back-up tape. The following observations were made about the practice interview:

1. The regional instructional specialist and program planner were knowledgeable about their jobs.
2. The interviewees gave additional information, beyond that which was asked in the questions. They were generous in their descriptions and conversed with each other to make certain that the information was correct. Answers to some questions contained information for more than one question. The researcher examined the master list of questions and checked to be sure that all questions were answered, some directly and some by overlapping responses.
3. The program planner was aware of financial arrangements, data collection, and needs of the adult education program in the area. The regional instructional specialist was well-informed about the staff development activities and technical assistance routines (including site locations and visits).

4. Questions that asked for data, such as the number of students served, required documentation from reports. These were not used on the practice interview, since that information would serve no purpose in this portion of the study.
5. Having the program planner and the regional instructional specialist in the room together was both positive and negative. They answered the questions more completely by sharing the information asked for (positive), but it was difficult to get a clear picture of the work in each position (negative). As a consequence, some time alone with the individual in each position was scheduled for the interviews in the Mount Rogers Regional Adult Education Program.

After the practice session, the questions and responses were transcribed. Practicing the interview was a valuable experience for the researcher. For the final interviews, locations free from distractions were needed. Times for scheduled interviews should be long enough to collect the appropriate information. Equipment should be in working order, with a back-up recorder available. The interviewees should be informed of the purpose of the interview and be given a choice of not participating. Notes about the location and personnel should be written. All data should be reviewed as soon as possible after the interview.

Conducting the Interviews

The interviews were conducted in areas free from distractions. The questions and responses were audio taped with the permission of the participants. Probes and additional questions were included as appropriate. At the same time, the researcher made notes to assist in transcribing the tapes and analyzing the data. The atmosphere of the workplace, the reactions of

the participants, the facial expressions, and other pertinent observations were recorded on paper.

The interviews with the former director of the Virginia Office of Adult Education and Literacy were conducted at the Office of the Virginia Department of Education in Richmond (April 10, 2003, & May 17, 2005). The former regional instructional specialist was interviewed in her home (April 16, 2003). Other interviews were conducted in locations appropriate to the participants' role, such as in a school board office (Washington County Supervisor of Adult Education, November 1, 2005), the office of the Mount Rogers Regional Adult Education Program (regional program manager and regional instructional specialist, December 28, 2003), and classrooms where classes were being held (2003, April 25, 2005). Additional interviews were scheduled as necessary during the data collection process (teacher, July 13, 2005).

Appointments were made with each of the participants, and the purpose of the study was explained to them. The questions from each protocol were typed on paper with space for the researcher to make notes after each question and in the margins. Space was allowed for references to the tape used for recording, the location of the interview, and the number log on the tape recorder.

All interviews, including the questions by the researcher and the answers of the respondents, were audio taped. The researcher practiced the process of recording the interviews, adjusted the distance for the microphone from the informant, and used the pause button. The tape recorder was checked for proper operation, a sufficient number of tapes were included, and a smaller back-up recorder was run at the same time.

Interviews are a vital component of this study. Patton (1980) reviewed three basic

approaches to collecting data through open-ended interview questions: informal conversational interview, general interview guide, and standardized open-ended interview. For the purpose of this research, the general interview guide was selected. This method allowed for probing as necessary.

Reviewing Documents

Data were collected from documents. The specific documents used were:

1. The requests for proposals contain a description of the work expected to be performed by the regional instructional specialist (Virginia Department of Education, 1996a, 1996b, 2002a, 2004).
2. The Scope of Work Forms which contain the goals set for the regional instructional specialist for the fiscal year, including recruitment goals and target population, staff development plans, workplace training classes to be brokered, agencies with which linkages are to be made, and instructional technical assistance to be provided (Virginia Department of Education, 1996b, 2004) .
3. Reports submitted by the regional instructional specialist.
    a. Summary of specialist's services.
        (1) Staff development.
        (2) Technical assistance.
        (3) Collaboration and interagency linkages.
    b. Site visit/teacher staff development summary
    c. Instructor visits outside of classroom

   d. Instructor in-service record. (C. Hicks, personal communication, 2004).

4. Brochures developed and distributed for the Mount Rogers Regional Adult Education Program:
   a. "Race to GED" (n. d.) available at ged@vcu.edu
   b. "Things happen when you get your GED!"
   c. "Learning Lasts a Lifetime" brochure and schedule of classes.
5. Enrollment data stored in files, either on the computer or in cabinets. Copies were provided for the researcher (available at the office of the Mount Rogers Regional Adult Education Program).
6. End of the year data sheets showing enrollments by grade level, educational gains, attendance, personal goals achieved, and referrals to other agencies (Virginia Department of Education, 2001a).
7. Public service announcements, as available.
   a. News release dated November 25, 2003.
   b. Mount Rogers Regional Adult Education schedule of GED practice tests.
   c. Workforce Issues Forum (2003)
8. Agendas of meetings held during the school term.
9. Five year plan for the region (Virginia Department of Education, 1999a) and for Virginia (Virginia Department of Education, 1999b).
10. Logs of site visits and contacts with teachers (locally developed forms).
11. Letter to ministers in Smyth County about GED classes (February 7, 2005).

12. Job descriptions for lead teachers, regional instructional specialist, and classroom teacher (Mount Rogers Regional Adult Education Program, 2003).

These documents were photocopied whenever possible. Information was gleaned, organized, and displayed according to the constant comparative method described by Maykut & Morehouse (1994). Topics emerged from the data as associations were made with data from interviews. The documents were reexamined to discover outcomes, to determine if additional data were needed, and to discard unusable information. Observation data were included to complete the data collection, to emphasize the topics, and to increase awareness of the findings which became evident.

Activity Logs

The regional instructional specialist provided copies of logs of activities. Copies of each of these logs, with identifying data removed, were reviewed by the researcher. One list was for instructor visits outside of the classroom. Space was given for the site and date of contact, which might be by phone or e-mail. The log for 2003-2004 was reviewed and showed that some instructors had three or more contacts, six were listed as often, and only three had only one contact. A second log was for classroom visits, with space for the site and dates of visits. Three visits were the most recorded for this log. A third log reported the instructors' in-service record. The site and instructor's name were listed with the date and name of each activity and the number of hours of the activity. In-service activities included summer retreats, training for the Test of Adult Basic Education (TABE), Aztec System Training, and field test training. Three instructors had all four of these types of training, and 11 were listed with one contact. A fourth

log was for site visits and contained the location and date of visits. Some sites were visited monthly, others from one to three times during the school term.

The regional instructional specialist maintains a file to collect information related to contacts with each instructor. From this informational file, summary data for the previously mentioned activity logs were aggregated. The individual files were not examined, but these forms used by the regional instructional specialist were reviewed:

- Mail contacts, date, and type of correspondence.
- E-mail contacts (refer to other file).
- Telephone contacts, date, and discussion.
- Training, date, and type of training.
- Face-to-face meetings, date, and purpose.
- Classroom visitation and observation, with date.

A well-maintained log of activities (using the specialist's computer) allowed the regional instructional specialist to make accurate and up-to-date reports to the regional program manager and to the Virginia Office of Adult Education and Literacy.

Observations

Data were collected through observations of the regional instructional specialist at work in the Mount Rogers Regional Adult Education Office in Abingdon, VA, and on-site visits to classrooms and in-service locations. It was anticipated that the researcher would be able to "shadow" the regional instructional specialist for two consecutive days, three or more times during the school term, making note of the activities in which she participates. However, part-

time employment did not allow this. Observations were scheduled in the office on three separate occasions. Visits were made to three class sites at the convenience of the regional instructional specialist. The researcher attended an in-service meeting at the beginning of the school term while the former regional instructional specialist was working.

Office Visits

Visits were made to the office of the Mount Rogers Regional Adult Education Program in Abingdon. The office space is adequate for activities conducted at that location. The reception area is in the front office space, with a receptionist, chairs for waiting, a table for conferences, a copy machine, and storage cabinets. The offices of the regional program manager and regional instructional specialist are nearby, with access to telephones, computers, and printers. Storage space is available in their offices. Other storage rooms house books and supplies for teachers. A lunch room with a small refrigerator and coffee machine is located in the back near the bathroom facility.

The researcher conducted interviews with the program manager and specialist at this site. Observations were made of the office routine at various times during the data-collection period. The office manager-receptionist provided callers with information about the classes offered in the region, transferred calls to the manager or specialists, and entered data on each student in a timely manner. She maintained program records and reports and ordered supplies.

The researcher observed that the program manager maintained contact with the state office and had meetings scheduled with state personnel. Regional meetings with the program managers from Planning Districts One and Two were important, especially with the “Race to

GED" activities. Recruitment activities are essential, and during one visit to the office, the program manager was processing letters to ministers in Smyth County, soliciting their help in making their congregations aware of adult education classes in their areas.

During one office visit by the researcher, the regional instructional specialist was preparing material for a class visit. The teacher was made aware that the visit was planned. The teacher was asked if she needed supplies or materials that the specialist could bring her. The specialist scheduled the class visit a few minutes after the class began, to give the teacher time to put the adults at ease.

Class Visits

The researcher accompanied the regional instructional specialist to the class mentioned above. The teacher and students were at ease with the visitors. One student was working on mathematics exercises on the computer. He had previously taken the GED tests and needed additional instruction and practice on the mathematics section. Another student was taking the Test of Adult Basic Education to determine placement as a newly enrolled student. Another student was working under the direction of the teacher on science skills. The regional instructional specialist conferred with the teacher and reviewed enrollment figures and documents for attendance reports. She then sat beside one of the students to check progress and to see if she needed assistance. The researcher interviewed one student and the teacher.

One class was visited by the researcher without the regional instructional specialist. The visit had been scheduled at a day class in Wytheville, but illness did not allow the specialist to attend. Since the researcher had already arrived at the site, she interviewed the teacher and two

students.

A third teacher was interviewed at the Virginia Institute for Lifelong Learning in Radford in July, 2005. The researcher felt that this location was appropriate to collect information about staff development and technical assistance. Valuable information was gathered from these site visits. All interviews were transcribed and the information added to the data base.

Analyzing the Data

The on-going analysis of data followed the data reduction model of Miles & Huberman (1994) and the constant comparative method of Maykut & Morehouse (1994).

1. Field notes and handwritten documents were typed into computer files and audio taped interviews were transcribed.
2. Data pages were coded as to the source: **I** represented interview. **D** represented document. **O** represented observation. A number beside one of these letters (such as **I**-2) indicated additional interviews, documents, or observations.
    a. Other capital letters represented the initials of the informant.
    b. A number represented the line number of the transcribed interviews, field notes, and documents.
3. All coded data were copied, and copies were used for making notes and analysis.
4. Chunks or units of meaning in the data were identified, lines were drawn to separate the units, a word or phrase that gave meaning to the data unit was selected, and both the phrase and source were noted in the margin.
5. Units were cut apart and the source codes noted.

6. The data were reread and examined to identify themes, topics, and patterns related to the domains.
7. Headings with the major themes within the topics of the research questions were posted on a wall.
8. Chunks of meaning were clustered to focus on the research questions, making "rules for inclusion," noting both positive and negative aspects of the topics.
9. Copies of the data were taped to typing paper to have the data near the work area.
10. The data were transferred to raw data matrices (see Tables F1 through F6 in Appendix F).

The raw data matrices made the data more accessible to the researcher in an organized manner. From the chunks of data, using the rules for inclusion, charts were organized related to each of the domains. For the historical context of the work of the regional instructional specialist, columns represented the years “Beginnings, Before1989”; “First Five Years, 1989-1993”; “Next Five Years, 1994-1998”; “Next Six Years, 1999-2004”; and “Future.” Quotations from the informants, together with the codes as described above, were placed in the raw data matrix according these headings (see Table F1). References to reports and observations were included.

Headings for the raw data matrix for the legal context of the work of the regional instructional specialist (see Table F2) were “Funding”, “Governance”, and “Authorization and Contractual Provisions.” The same headings used in the matrix for the historical context were used in the matrix for the geographical context (see Table F3). Headings for Table F4, the program context, were “Need for Services”, “Demographics”, and “Standards and Benchmarks.”

The headings for the raw data matrix for the program tasks of the regional instructional specialist (see Table F5) were “Linkages”, “Recruitment”, “Staff Development”, “Workplace Literacy”, and “Technical Assistance.” Administrative tasks are presented in Table F6, with topics “Office Tasks”, “Hiring”, “Scheduling Classes”, “Reports”, and “Data Collection.” Quotations of informants were used in each of these tables. With charts for each domain showing the question, the sources of data, major themes, and quotations from the source, management of the data was made easier. Answers to the research questions were constructed from the evidence.

Summary

The methodology used in this research was the case study method and included interviews, document reviews, and observations. Interviews were conducted with a former director of the Virginia Office of Adult Education and Literacy, a former regional instructional specialist, the selected regional instructional specialist, the regional program manager, a local program administrator, three teachers, and three students. Enrollment records, logs of staff development and technical assistance by the regional instructional specialist and program manager, and a handbook for the region were among the documents that were reviewed. Visits to class sites, the regional adult education office, and in-service sites were made and observations documented.

Interview questions were validated using seminar students at Virginia Tech and co-workers of the researcher. All interviews were audio taped and transcripts of the interviews were made and reviewed. The data were summarized and charted in raw data matrices. The findings are presented in Chapters Four, Five, and Six.

CHAPTER 4

THE CONTEXT OF THE WORK OF THE REGIONAL INSTRUCTIONAL SPECIALIST

The context of the work of the regional instructional specialist for adult education in Virginia has four major components: the historical context; the legal context, which is the authorization and funding at the federal, state, and local levels, and the governance structure; the geographical context; and the program context. Each component has an influence on the work of the regional instructional specialist in the Mount Rogers Region of Virginia and on the total adult education program in Virginia.

The Historical Context of the Work of the Regional Instructional Specialist in the Mount Rogers Region of Virginia

The historical context in which the regional instructional specialist works is the history of adult education in the United States, Virginia, and the Mount Rogers Region of Virginia. The development of the position of regional instructional specialist grew out of this history and a need to provide services that were not offered at the state level.

A Brief History of Adult Education in the United States

The purposes and goals of adult education programs in the United States have changed through the years. As stated in the review of literature, the purposes for adult education emerged from religious and patriotic goals in the infancy of our nation to include training for immigrants and the workforce during the 19th century. This training expanded to more fully address our national defense during the 20th century.

Colonial Period to the Late Eighteenth Century

Educational levels during the early years of our nation were divided along socio-economic lines. The founders of our nation were quite literate as they established legal, commercial, and educational programs. During the colonial period, however, most settlers had little reading material, were less educated, and had little time for reading anything more than the Bible. They were satisfied with the rudiments of literacy, and "X" was often their signature. The need for them to be more literate emerged as legal documents such as contracts and deeds provided increased demand for education. As early schools were established, volunteers organized night classes for adults who wanted to learn to read.

In the movement for independence, a greater emphasis was placed on education as an informed electorate needed the ability to read and write to participate effectively in their new government (Stubblefield & Keane, 1994). Immigrants from various world locations, including Caribbean and European nations, needed assistance in learning the English language. Many craftsmen from those locations; farmers, hunters, and trappers from the frontier; and others who had missed educational opportunities became the target populations for adult education classes during the late 18th and early 19th centuries.

Nineteenth Century Adult Education Programs

Many Irish came to the United States because of poor economic conditions and a desire to "find their dream." Westward expansion brought an influx of immigrants, particularly the Chinese, who provided cheap labor for building the trans-continental railroad. These two groups, together with new citizens from other countries, increased the demand for literacy classes for

foreign-born residents during the latter part of the nineteenth century. Efforts to educate these new arrivals were pursued by public schools, labor unions, churches, and other community organizations (Cook, 1977).

While many of the immigrants, especially those from Western Europe, had rudiments of literacy, could read the Bible, and write their names, those who spoke languages other than English were often considered to be illiterate. The inability to communicate in English resulted in low-paying jobs on the farms and in the factories for these adults, with little emphasis on schooling for their children. After the Civil War, many former slaves were added to the number of illiterates. Many just didn't realize the need for a formal education or did not have access to public schooling, and the cycle of poverty and ignorance continued. However, many caring people in the communities, many representatives in the local and federal governments, and society in general began to pay attention to what was happening across the nation and to respond in a positive way to educational needs of these adults.

Twentieth Century Changes

Illiteracy was a major problem in the United States at the end of the 19th century and the beginning of the 20th century. Compulsory attendance laws for the elementary level were in effect in all states by 1918 (Knowles, 1962). State legislatures began to fund programs for high schools, and enrollment soared until almost 2,000,000 high school students were enrolled by the end of World War I (Knowles, 1962). However, compulsory attendance at only the elementary level, high drop-out rates, and few high schools in rural areas left many adults unable to read and write.

The beginning of literacy education as we know it today may have been in Rowan County, Kentucky, during the years before World War I (Cook, 1977; Elish-Pipe, 2002). Cora Wilson Stewart opened her "moonlight schools" in 1911 to adults and used a local weekly newspaper for instruction. The classes met four nights per week, from seven to nine. Most of those in attendance had not been enrolled in school before.

Because of the popularity of the “moonlight schools,” other states opened their public schools to serve illiterate adults in the evenings. Oklahoma, for example, opened its schools in 1914. In New Mexico, classes were offered to Mexican students wanting to learn English. No funding was available early on for supplies or salaries, but some states soon offered compensation to instructors (Cook, 1977).

Other examples of early projects with the specific purpose of teaching illiterate adults were:

- Factory schools operated in some locations in the industrial Northeast and North Central sections of the United States. Evening classes were unsuitable because of the hours worked. Some factories allowed released time form work, local school systems provided teachers, and the students rotated hours of work and instruction (Cook, 1977; Strong, 1928).
- Vacation schools allowed the use of school facilities during the summers while the regular schools were not in session. Some programs offered instruction for school-aged youth in the mornings and for adults in the afternoons and evenings. Virginia had these schools in several rural areas during the 1920s (Strong, 1928).

- Americanization classes were organized to increase the educational level of many of the foreign born. Early acts of Congress established quotas and set standards for reading and writing for those entering the United States. The Americanization classes were similar in purpose to the classes established today for those wishing to learn English as a second language and civics for citizenship.
- Trade schools were established to increase competence in specific skills for adults. The Smith-Hughes Vocational Education Act was passed in 1917. Money was appropriated for salaries for teachers of trades, home economics, and industrial subjects; for part-time schools; and for classes for workers over the age of fourteen. Adult education included health and hygiene, civics and history, and family studies (Cook, 1977; Knowles, 1962).

Public evening schools at various locations across America incorporated features of three types of classes: academic, Americanization, and vocational (Knowles, 1962). The publicly sponsored classes, together with privately funded classes, reached a great number of those adults who had left public schooling before gaining literacy skills.

Problems with reading and math skills were brought to the attention of the government of the United States during World War I when many of the young men could not write their names and communicate with the folks back home. The federal government's concern highlighted various publications that gave professional advice on the subject of literacy education. However, most efforts relating to literacy came from states and volunteer organizations. By 1927, 60 percent of the states had legislation encouraging adult education (Cook, 1977, p. 26).

In 1929, President Herbert Hoover appointed the Advisory Committee on National

Illiteracy (Cook, 1977). It had two purposes: First, the committee was to ascertain facts on what had been done in literacy education. Second, it was to give advice on methods and techniques of dealing with the problem of illiteracy. This committee gave federal recognition to the problem of illiteracy across the nation, as it set a goal of teaching five million Americans to read and write before the 1930 census. But lack of federal appropriations ($52,001.99 according a 1933 article in School and Society and quoted by Cook, 1977) led to the abolition of the committee.

Societal changes brought about changes in the nature of work – from both farm and industry – and the nature of literacy education changed. The Great Depression revealed that poverty and illiteracy were grave problems facing the nation and that they are interrelated. While charitable societies such as the Young Men's Christian Association offered a bowl of soup, a warm bed, and some opportunity for literacy improvement, more intervention was needed. President Franklin Roosevelt extended the powers of the federal government in response to the depression into various functions of society, including education. Opportunity was provided through the Federal Emergency Relief Administration for illiterates to attend classes (Cook, 1977; Guzzetti, 2002). Work programs associated with the economy at that time provided a venue for many of the younger men to increase their work skills, together with their academic skills. Through the Civilian Conservation Corps (CCC), more than 40,000 illiterates were taught to read and write (Roosevelt's Tree Army, 2005, http://www.cccalumni.org/history1.html).

During the 1940s, with the onset of World War II, attention was again focused on the military and the lack of basic skills of reading and writing. Educational materials specifically for teaching adults and training teachers in techniques of literacy education for adults were

outgrowths of the efforts to increase the educational level of the military. As the soldiers returned home, the federal government provided greater opportunities to help veterans adjust to civilian life with the passage of the Servicemen's Readjustment Act of 1944 (Pub. L. No. 78-346), better known as the G I Bill of Rights (Schugurensky, 2006). This act provided tuition, books and supplies, subsistence, and counseling for those wishing to continue their education in school or college. Many of the provisions of this act are still in effect today.

During the Korean Conflict of the 1950s the military developed materials specific for soldiers, including manuals and directions for operation of equipment (Cook, 1977). Materials were written on lower reading levels, with many illustrations included in the instructions.

During the 1950s, the term "functional illiteracy" tied reading and math to the workplace, home, and community (Jones & Lowe, n. d.). Most adults were able to read and write somewhat, yet they were unable to read and write well enough to "function" in society. They were not able to cope with the increasingly complex and technical features of work, family, and community. The functioning level became the standard, rather than grade level or years of school attendance.

Economic problems surfaced again during the 1950s. Automation and technology replaced factory workers; lay-offs in the factories caused decreased production in the steel mills, resulting in high unemployment in mining localities. John F. Kennedy brought national attention to poverty in Appalachia (including the Mount Rogers Region) and other areas across the United States as he campaigned for President of the United States in 1960. He later supported legislation for retraining workers displaced by automation as the country experienced a shift from emphasis on manufactured goods toward services.

Congress discussed retraining programs for the unemployed and debated their placement under the Department of Labor or the Department of Health, Education, and Welfare. With the influence of the American Vocational Association, a bill was passed (Manpower Development and Training Act of 1962) that secured federal funding for skills training (Kreman, 1974). Private industry, local and state governments, and the federal government were committed to work together to provide solutions to the nation's economic (and educational skills) problems.

The Manpower Development and Training Act of 1962 (Pub. L. No. 87-415) provided retraining for unemployed workers. Under the guidelines of the act, the Department of Health, Education, and Welfare and the Department of Labor formed a partnership to provide schooling for unemployed youth and adults, ages seventeen to twenty-one, in preparation for further vocational training (Cook, 1977). The limited basic skills of the trainees hindered progress and brought to the attention of national leaders the need for specific legislation to improve basic reading and math skills of unemployed workers.

Latter Twentieth Century Changes

Today's adult basic education had its origin in the Economic Opportunity Act of 1964 (Pub. L. No. 88-452), the first federal legislation that allotted funds directly for literacy education. The programs under the umbrella of the Economic Opportunity Act included Volunteers in Service to America (VISTA), summer youth programs, adult education, the Job Corps, and Head Start (Garson, 2005). The intent of the law was for everyone to have "the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity" (http://www.etsu.edu/cas/history/docs/eoa.htm).

With the passage of the Adult Education Act of 1966 (Pub. L. No. 89-750), adult basic education was established as a distinct program (Imel, 1991). Enrollment in adult education classes mushroomed. People like Mary and Joe who were mentioned in the introduction enrolled in evening classes. Other older adults who had no opportunity to go beyond an elementary level of schooling returned to pursue a dream. Adults seeking assistance from state agencies such as departments of social services were required to attend evening schools if they needed basic skills.

During the 1970s, adult education had a wide range of activities. Publishers provided materials appropriate for many levels of instruction and many interest areas. Individualized instruction in the adult education classroom encouraged the teacher to teach each adult on his or her level and to take them from where they were to as far as they could go. Programs were established in public schools, libraries, corrections facilities, churches, and community centers. The national "Right to Read" program emphasized reading and set as a goal having 99 percent of the school children below age 16 with literacy skills, thereby ending the need for adult literacy classes. Emphasis was placed on individualized diagnosis and prescription of reading activities, (Cook, 1977). Needless to say, this goal was not achieved.

The education of the nation was moving in a downward direction. President Reagan asked for a reduction of 25 percent in funds for education in 1981 (Kozol, 1986). The rationale was that government funding for education was an intrusion into state and local functions and that corporate and volunteer programs were more appropriate to the needs of the nation. President Reagan appointed the National Commission on Excellence in Education, and the

results of their study in 1983 showed that the United States was a "Nation at Risk." Figures indicated that approximately 23 million American adults were functionally illiterate by the simplest tests of everyday reading, writing, and comprehension. From 13 to 40 percent of youth might be considered functionally illiterate, with the higher number among minorities (National Commission on Excellence in Education, 1983).

As a result of the report, interest increased in all phases of education. More accountability of adult education classes was a thrust of legislation in the 1980s. Workplace literacy grants and English literacy grants were provided in 1988 through amendments to the Elementary and Secondary Education Act. When George Bush became President, renewed interest in adult education resulted.

The Barbara Bush Foundation for Family Literacy and the publicity she gave as First Lady were instrumental in increasing participation in literacy groups. Begun in 1989, the Foundation has given nearly $16 million to about 450 family programs. The goal is to develop and expand family literacy efforts nationwide, and make "Families of Readers" through their National Grants Program (www.barbarabushfoundation.com/nga.html). Applications are accepted from non-profit organizations that have been in existence for two years or more and serve incarcerated parents, recent immigrants, and homeless, among others.

Legislation for the 1990s included the National Literacy Act of 1991 and extensions and the Adult Education and Family Literacy Act of 1998. The similarities and differences of these two acts were discussed earlier and additional information will be given in the Legal Context. The goals of adult education grew from religious reasons in the Colonial period to preparing

adults to become contributing citizens, workers, and family members in the 21st century.

A Brief History of Adult Education in Virginia

While the nation was evaluating the needs of the rural population as they related to illiteracy and programs funded by the Economic Development Act, localities in Virginia were developing programs for improving the reading levels of adults. Federal and state funds provided localities with resources for classes in most of the counties in Virginia (Jones & Lowe, n. d.). The number of counties with adult education programs steadily increased during the 1970s and 1980s, as seen in the chart below (Sherron, 1985).

Year	Percentage of counties participating	Adult education enrollment	Percentage in Level I (grades 1-3) instructional level	Percentage in Level II (grades 4-6) instructional level	Percentage in Level III (grades 7-8) instructional level	Percentage in ESL (all levels)
1970	55	9,750	28.4	36.6	35.3	--
1978	68	18,191	24.2[a]	27.6[a]	26.9[a]	--
1985	87	23,388	14.0	35.8	36.6	13.6

Note. Selected from A longitudinal evaluation of adult basic education in Virginia: 1970-1985, by R. H. Sherron, 1985, pp. 49, 50, 52, 59. Richmond, VA: Virginia Commonwealth University.

[a]Percentages do not sum to 100; error in original document.

These figures show a growth pattern in total enrollment and indicate a decrease in the percentage of participants in Level I. The percentage of Level II participants increased from 1970 to 1985 and the percentage of Level III participants remained consistent. The percentage at the lowest levels was probably influenced by the delineation of English as a second language

enrollees in 1985.

Programs were administered locally, usually from the county school board office. An individual, such as the elementary supervisor or the vocational director, had responsibility for hiring teachers, providing in-service, collecting attendance data, completing reports, and visiting classes. These people served adult education on a part-time basis.

Each locality was provided supervision and instruction for adult education by an administrator in the Virginia Department of Education. In 1985, three state supervisors for adult education were in place, with vast regions to administer (Sherron, 1985). Neither the state supervisors nor the local administrators were able to visit adult education classrooms as often as needed to provide direction and training for the local staff.

Sherron (1985) concluded:

> It is clear from this study and the two previous studies [1970 and 1978] that local supervision by the state staff is inadequate. Many of the programs were not visited last year due to travel fund restrictions and central office administrative responsibilities. Local ABE supervisors have numerous other responsibilities and are part-time ABE. The program needs either more local supervision or better field supervision by the State staff. There seems to be a role conflict between the centralized State Department administrative demands and the need for field supervision and technical assistance for part-time local program personnel. (p. 38)

A major impetus for literacy education in Virginia was given by Jeannie Baliles, wife of Governor Gerald Baliles. While she campaigned with her husband for attorney general in 1981,

she met textile workers who feared a factory closing would cause great peril in their family's livelihood. The workers couldn't read well enough to secure other jobs (Squires, 1989). After the gubernatorial election in 1985, Mrs. Baliles, as First Lady of Virginia, took on the problem of illiteracy and became an advocate for adults such as those she met in the factories. The results of her work were quickly seen:

- An increase in state expenditures from $20,000 in 1986-87 to $270,000 in 1987-88 (Squires, 1989).
- The creation of the Virginia Literacy Foundation in 1987 to support literacy through grants to private volunteer groups (Virginia Literacy Initiative, 1994). Mrs. Baliles serves (2005) as chairperson of the board of directors of the foundation.
- The sponsorship by the foundation and the Virginia Department of Education of awards that honor outstanding adult learners, educators, administrators, and corporate sponsors (Virginia Literacy Foundation & Virginia Department of Education, 2002).

> "In 1989 the state came up with money allocated specifically for adult education. This came about through Governor Baliles, and his wife, Jeannie Baliles, with his wife taking on the project of adult literacy." (BC, I, 23-25)

A former regional instructional specialist's comments on the services of Mrs. Baliles are in the box above.

As a result of efforts to increase services for adult education, the Virginia Literacy Initiative was created in 1987 as a partnership between the Virginia Literacy Foundation and the Virginia Office of Adult Education and Literacy(Virginia Literacy Initiative, 1994). The Virginia

Literacy Foundation, as the private group, was administered by Mark Emblidge, and the public sector was served by Dr. Steve Nunes as Executive Director of the State Adult Literacy Committee in the Office of Adult Education and Literacy. The collaborative efforts of the public and private groups in addressing illiteracy resulted in expanded financial and legal support. Programs and services were added, and the Virginia General Assembly created the Virginia Advisory Council for Adult Education and Literacy in 1993 (Code of Virginia). Further information on the Council is included in the Legal Context.

By 1989, under the leadership of Dr. Lennox L. McLendon in the Adult Education and Employment Division of the Virginia Department of Education, Virginia had developed "The Virginia Adult Learning System" to implement the goals of the adult education program. This system identified five types of learners, the resources for meeting their needs, and referral and support services at the state, regional, and local levels (see Appendix B). The types of learners were:

1. Adult beginning readers who read at the fourth grade level or below. These readers need specialized and perhaps individualized instruction. Many of these learners may have a learning disability.
2. Independent learners who function between the fifth and eighth grade levels. Many of these learners need less intense instruction and can work at home after receiving instruction in class. Many of these learners, too, have a learning disability.
3. Adult secondary learners who are ready to receive a GED or a high school diploma and are functioning at ninth grade level or above. They are able to help plan and evaluate

their own learning and might influence what is taught.

4. Special targeted populations including inmates in jails, physically and emotionally handicapped adults, employees in the workplace, homeless adults, parents who wish to help their children with homework, and welfare parents needing skills improvement.
5. Adults needing advanced training and education who may be preparing for college, for better jobs, or even for their first job. Women who are first entering the workforce and unemployed adults who need special training are in this category. Community college and apprenticeship training might be made available for these adults, but they might possibly need skills improvement before enrolling (McLendon, 1989).

In rural areas of Virginia, specialized classes were not often available for the various levels of learners, so the adult educator might have several of these types of learners in the classroom – from a non-reader to someone preparing for college entrance. Therefore, the teacher had to be aware of the characteristics of the adult learner, the process of evaluating the learners' needs and progress, and the resources available in communities for referral. Likewise, the various agencies within the community had to be aware of the resources and training available to their clients. Adult education programs referred clients to resource agencies such as the health department; the agencies in turn referred clients who needed additional skills to the adult education classes. This process was known as the "Bilateral Referral Process" (McLendon, 1989). The regional instructional specialist became the person who linked the adult learner, the local resources, the local administrator for adult education, and the Virginia Department of Education.

From 1987 to 1990, organizational changes occurred, including the establishment of 22 Regional Literacy Coordinating Committees throughout Virginia (Virginia Department of Education, 1993c). With representatives from both the public and private sectors, these committees sought to develop and implement effective means of using existing resources to provide quality educational and training services. The mission of the committees was to "assist in the creation of a more literate region, empowering individuals therein to achieve their full potential and to participate effectively as members of families, communities and the workforce" (Virginia Department of Education, 1993c, Section 9). Membership on the Regional Literacy Coordinating Committees consisted of representatives of various literacy providers within each region.

A pilot project for regional instructional specialists in adult education programs was conducted in Northern Neck in 1988. Two specialists were hired, a starter kit describing the services to be offered was developed, and in-service activities were organized (Davis, 1997b). In 1989, ten regional instructional specialists began initial efforts to assist in the delivery of adult education in designated rural locations across Virginia. The ten individuals had diverse backgrounds and limited training in the tasks they were directed to perform.

By 1992, regional instructional specialists hired with state funds were working in 18 of the 22 regions, while local funds were used to fill the positions in the other four regions. During the years from 1990 to 1999, significant progress was made in addressing illiteracy in Virginia. Funding was maintained, administrative services were centralized, a lead agents' council (the chairperson from each of the Regional Literacy Coordinating Committees) was established, and

a staff development plan was implemented (Virginia Literacy Initiative, 1994). Workplace instructors received information about ISO 9000 (Harrell & Wright, 1997); performance indicators and characteristics of the adult learner (Foucar-Szocki, et al., 1997) were part of in-service programs. Preparations were ongoing for implementing the directives of the Workforce Investment Act of 1998.

As we moved toward the 21st century, "Workplace Essential Skills" and "GED Connection" (Kentucky Educational Television, 2005, http://www.ket.org/enterprise) became part of the training, as more emphasis was placed on attaining and retaining employment. Less time was devoted to recruiting adults with lower skill levels. Literacy instruction was left to volunteer groups, but lower-level enrollees were welcomed in the adult education classrooms. Virginia enrollment figures for three recent years are in the chart below. Enrollment steadily decreased between 2001-2002 and 2003-2004, but the pattern of enrollment in the three categories remained consistent, with little variance in the percentage of enrollments across years.

Year	Enrollment	Percentage in English literacy	Percentage in adult basic education	Percentage in adult secondary education
2001-2002	32,418	44	41	15
2002-2003	31,574	45	42	13
2003-2004	28,037	43	44	13

Note. Data gathered from Virginia Department of Education. (2001-2004). Adult education and literacy statewide annual performance report. Office of Adult Education and Literacy, Virginia Department of Education, Richmond.

The following chart shows that the total hours of attendance declined over the three years, but the average number of hours per student remained consistent with more than 60 hours per student each year. Students in classes for English for speakers of other languages consistently had the highest average attendance hours.

Year	Total hours of attendance	Average hours of attendance per student
2001-2002	2,118,308	65
2002-2003	1,912,031	61
2003-2004	1,859,989	66

Note. Data gathered from Virginia Department of Education. (2001-2004). Executive Summary. Office of Adult Education and Literacy, Virginia Department of Education, Richmond.

A Brief History of Adult Education in the Mount Rogers Region of Virginia

Adult education classes in the Mount Rogers Region were initially administered by each locality. Some private programs were sponsored by volunteer groups, with tutors, libraries, and churches providing services for those adults reading at the lowest level, generally at fourth grade or below. Those in the higher performing groups were served by the public schools. Teachers for these adults were hired from the localities with adult education classes as part-time employment. Many of these teachers were employed as regular classroom teachers during the day and adult education teachers during the evening. The former regional instructional specialist provided some background on her early work as a teacher of adult basic education. Her words are in the box above.

> "In 1976, I began teaching adult education because each of the counties had to provide for the under-educated" (BC, I, 7-8).

Problems with establishing new adult education programs were discussed with the former regional instructional specialist, as shown in the box below. She stated that there were no books designed especially for adult education students. Steck-Vaughn was one company that began publishing workbooks designed with the adult learner in mind. Low readability levels in the textbooks were an asset for those with low literacy levels and were written on topics with which the adults could associate. Mathematics workbooks were purchased, with activities from simple addition and subtraction to fractions and word problems related to life skills of measurement and interest.

> "And with the funding, we were able to get materials for the classrooms. We were able to buy a variety of books, through Steck-Vaughn and others, to prepare the students for their tests" (BC, I, 97-99).

Sherron (1985) noted that supervision of adult education classes in Virginia was minimal. Three state supervisors were expected to oversee adult education programs across the state. As enrollment increased, additional services, such as staff development and site visits, were needed.

During the late 1980s, funds became available (in part from the efforts of Governor and Mrs. Baliles), and regional programs were initiated. The Mount Rogers Regional Adult Education Program was one of the first to have the services of a regional specialist, as indicated in the box at the right. Requirements for this position included a bachelor's degree, three years of work experience in adult education, and leadership ability (Virginia Department of Education, 1993c). The position was funded in the beginning as a part-time position. The contract gave specific tasks, administrative in nature, which the regional instructional specialist was prohibited from performing. The first regional instructional specialist

> "They appointed me as part-time administrator, GED specialist we were called at that time. There were ten appointed for the state" (BC, I, 52-53).

for the Mount Rogers Regional Adult Education Program gave information about the way that the program manager's position was added:

> I called the state administrator, and said, "Look! In order to do the proper job, you need full-time administrators in these areas. We need to have an office set up, someone there fulltime." He indicated the state had some money that could be put in that direction. (BC, I, 57-60)

The former specialist continued to describe the growth of the Mount Rogers Regional Adult Education Program. She said, "People really started getting on the bandwagon, calling up and finding out where the closest class to where they lived was, and the time, and so forth. But through the local people, we were able to almost immediately establish classes" (BC, I, 159-161). The continued growth was based on a historical context with a need for services, availability of funds for personnel and supplies, and the legal authorization for educational services from the federal, state, and local levels.

The Legal Context of the Work of the Regional Instructional Specialist in the Mount Rogers Region of Virginia

The present work of the regional instructional specialist for adult education in Virginia and the Mount Rogers Region is embodied in the federal Workforce Investment Act of 1998, Title II; the authorization and funding by the General Assembly of Virginia; regulations of the Virginia Board of Education; and rules and regulations of local governing bodies. Local structures for delivery of adult education services vary across Virginia. Localities may set additional guidelines related to qualifications for the position of regional instructional specialist

and expectations for their job performance.

Legal Authorization – Federal Level

The United States Constitution, Article I, Section 8, Clause 1, states: "The Congress shall have the power to lay and collect taxes, duties, imports and excises, to pay the debts and provide for the common defense and general welfare of the United States." This clause is commonly known as the "general welfare" clause, and it is under this authority that the government of United States appropriates money for public education.

The adult education program across the United States has emerged through the years, particularly since the time of Sputnik and the race to put a man on the moon. President Lyndon Johnson, with the "War on Poverty," expanded the federal government's role in adult education, as Title IIB of Public Law No. 88-452 (Economic Opportunity Act of 1964). Under this law, states received $18.6 million to establish programs for adults who had not completed high school (Eyre, 1998).

The Elementary and Secondary Education Act of 1965 (Pub. L. No. 89-10) provided federal support for the total educational program, including literacy and vocational programs. Title I of this act gave federal assistance for educational programs that were designated for the benefit of children from families with an income below the designated poverty level. Four other titles in the Elementary and Secondary Education Act provided funds for libraries, educational centers, regional educational research, and state departments of education (Morphet, Johns, & Reller, 1982). With the amendments to the Elementary and Secondary Education Act in 1966 (Pub. L. No. 89-750), Title III became the Adult Education Act. Subsequent revisions of the

Adult Education Act (Pub. L. No. 100-297), as amended by the National Literacy Act of 1991 (Pub. L. No. 102-73), gave authorization for activities related to adult basic education and literacy within the Commonwealth of Virginia (McLendon, 1998).

In 1998, Congress passed the Workforce Investment Act of 1998 (Pub. L. No. 105-220). This act contained five titles:

- Title I, Workforce Investment Systems, was implemented on July 1, 2000. An agreement between the Virginia Department of Education and the Virginia Employment Commission was established to further develop the adult education program around the standards established in the Workforce Investment Act of 1998. One-Stop delivery systems were established, and providers of youth activities, including Job Corps, were identified.
- Title II of the Workforce Investment Act or the Adult Education and Literacy Act of 1998 went into effect on July 1, 1999, giving authorization for states to continue providing programs in adult education and literacy.
- Title III, Workforce Investment-Related Activities, linked the act to veterans' employment services and the Twenty-First Century Workforce Commission.
- Title IV provided for inclusion of rehabilitation services.
- Title V, General Provisions, included provisions for unified state plans and definitions for indicators of performance.

The purpose of the Adult Education and Family Literacy Act was in Section 202:

to create a partnership among the Federal Government, States, and localities to provide,

on a voluntary basis, adult education and literacy services, in order to –

(1) assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency;

(2) assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and

(3) assist adults in the completion of a secondary school education. (pp. 1059-1060)

Definitions given in Section 203 further define the scope of services of adult education and literacy to include English literacy programs, services for individuals with disabilities, family literacy services, and workplace literacy services. Guidelines for states to submit five-year plans to include these services, together with needs assessments and evaluation of program effectiveness based on performance measures, are included in Section 224 (Workforce Investment Act, 1998).

During November 1998, the adult education staff of the Virginia Department of Education conducted four regional briefing sessions to review the Adult Education and Family Literacy Act of 1998, Virginia's state plan as required by the act, and local five-year comprehensive plan requirements. Eligible grant applicants invited to participate in the briefings included managers of adult education and literacy programs and representatives of local departments of social services, community colleges, public schools, public libraries, volunteer literacy providers, and job training programs (Virginia Department of Education, 1999b). These meetings were held to facilitate the development of local plans for adult education.

Maxine Mullins
Regional Instructional Specialist

Legal Authorization – Virginia

The Code of Virginia provides legal authorization for implementing adult education programs within the Commonwealth of Virginia. The Code states that:

The Board of Education shall:

1. Require the development of adult education programs in every school division.

2. Encourage coordination in the development and provision of adult education programs between school boards and other state, federal, and local public and private agencies.

3. Promulgate appropriate standards and guidelines for adult education programs.

4. Accept and administer grants, gifts, services, and funds from available sources for use in adult education programs.

5. Assist school divisions with all diligence in meeting the educational needs of adults participating in adult education programs to master the requirements for and earn a general educational development (GED) certificate or high school diploma. (Code of Virginia, § 22.1-223)

This authorization allowed the Virginia Department of Education to certify in its state plan for adult education: "The State agency has authority under State law to perform the functions of the State under the program" (Virginia Department of Education, 1999b, p. 1). The "Virginia State Plan for Adult Education and Literacy" incorporates each of the requirements set forth in the Workforce Investment Act and adds guidelines for local programs. The Virginia

Department of Education submitted its five-year plan to be effective from July 1, 1999, through June 30, 2004. The plan was extended with no modification to June 30, 2005, and again to June 30, 2006, to allow for the federal update of the Workforce Investment Act.

The Virginia State Plan (Virginia Department of Education, 1999b) lists activities to be conducted in adult education programs in the Commonwealth of Virginia. Workplace literacy programs, which numbered more than 200 in 1999, were to be improved and expanded. Family literacy services are included as an important component of adult education as parents and their children are trained for school and life experiences. English literacy services provide a venue to help individuals with limited English proficiency achieve success in speaking the English language and learning the culture of their adopted country.

The Virginia State Plan contains demographics indicating a need for services. These numbers are presented later in the program context, together with the national and state program standards. The "Virginia Adult Learning System" that more fully describes the program for undereducated adults in Virginia is Appendix C in the Virginia State Plan (Virginia Department of Education, 1999b). This plan describes support services provided at the state and local levels and includes the services of the regional instructional specialist for adult education.

In January 1999, Superintendent of Public Instruction Paul D. Stapleton informed division superintendents of the intent of the Adult Education Services in the Virginia Department of Education to begin the planning process for local five-year adult education programs. Local education agencies were to participate in the Adult Education Comprehensive Planning Process to "respond to the needs of the adult learners" and coordinate "with other education, support, and

job training services" (Stapleton, 1999). Agencies collaborating in development of the plan included (among others) departments of social services, departments of rehabilitative services, and career development projects. These agencies receive special funding for adults but are not administered through the Office of Adult Education and Literacy. Many undereducated adults need services of these agencies, and collaboration among providers is necessary.

The process of writing a local plan and application for adult education funds for the Mount Rogers Regional Adult Education Program followed Superintendent Stapleton's request for the planning process. The plan followed the guidelines submitted to the local school boards for the counties of Bland, Grayson, Smyth, Washington, and Wythe and the cities of Bristol and Galax. In collaboration with the agencies in the Regional Literacy Coordinating Committee for the Mount Rogers Region, a needs assessment and data on adult learners were compiled. Priorities for services – based on the most critical needs related to areas of family literacy, workplace literacy, and special populations – were listed in the document. These priorities were to:

1. Offer quality adult education classes at various times and locations all across the region to improve basic skills, to [prepare] to get a GED, [to increase] job readiness skills . . . and skills to become or remain a better citizen, parent, and worker.
2. Encourage development of on-site adult education workplace classes. Continue collaborative endeavors, projects with PIC [Private Industry Council] (soon to be WIA [Workforce Investment Act]), and others to address needs of displaced homemakers.
3. Continue to stimulate family literacy programs and other programs designed to meet

welfare-to-work needs.

4. Continue . . . collaborative arrangements for service to special populations with housing, Department of Social Services, Department of Corrections, and probation [and] parole.
5. Continue to look at innovative ways to address the ESL [English as a second language] population, although small. (Virginia Department of Education, 1999a, p. 7)

The local plan provided for the use of new technologies to enhance instruction and to facilitate management of data, collaboration with other agencies, professional development, and assistance to students with special needs. The plan for the Mount Rogers Regional Adult Education Program is on file in the regional office in Abingdon and at the Virginia Office of Adult Education and Literacy in Richmond. Specific expectations of staff members, job descriptions, forms for student intake, time sheets, and purchase orders are included in the New Teacher Handbook and Policy Manual (Mount Rogers Regional Adult Education Program, 2003).

Funding of Adult Education Programs

The Workforce Investment Act of 1998 (Pub. L. No. 105-220) provided federal legislative support for adult education. However, implementation of programs is not possible unless the acts are funded. Appropriation bills were passed to assure funding at the federal level, and state and local budget appropriations were passed to support the goals set forth in the state and local plans. Private funding for specific programs was used to enhance budgets.

Funding – Federal Level

Federal provisions for funding for adult education are authorized under Section 205 of

the Workforce Investment Act. Enough money for each of the fiscal years 1999 through 2003 was authorized. Federal funding consisted of two parts: Initial allotments were for "each eligible agency having a State plan approved under section 224(f) . . . $250,000." (Workforce Investment Act, 1998, p. 1062) These funds were to be used for implementing the grants and administering the changeover from the Family Literacy Act to the Adult Education and Family Literacy Act of 1998. The second part of the appropriations under section 205 authorized the Secretary of Education to allot additional funds based on the number of qualifying adults within the State. Allotments for the adult education state-administered basic grants for selected fiscal years indicate an increase in federal expenditures.

	Fiscal year 1995-1996	Fiscal year 1998-1999	Fiscal year 2001-2002
United States	$247,440,000	$364,970,075	$575,000,000
Virginia	$5,891,983	$8,754,392	$9,129,042

Note. From “Education Funding Bill Approved by Congress,” National Institute for Literacy, 2001, and “Allotments for the Adult Education State-Administered Basic Grants Program,” U. S. Department of Education, Division of Adult Education and Literacy, 1999.

The major portion of the adult education budget in Virginia comes from federal funds. In 2001-02, federal funds allocated for adult education in Virginia totaled $9,129,042 (Virginia Office of Adult Education, 2005). Of this amount, eighty-five percent was designated for local and regional programs. Adult education programs supported by federal funds in Virginia included Adult Basic Education (ABE), English as a second language (ESL), English literacy and civics education, programs in correctional facilities, state administration, and state

leadership.

Funding – State and Regional Levels

While federal funds have steadily increased over the past ten years, there has been no increase in state funds. In 2000-01, state funds allocated for adult education and literacy in Virginia totaled $2,530,000. There are, in addition, special project funds from foundations, organizations, and, currently (2005), the Tobacco Fund. The Virginia Office of Adult Education and Literacy uses state funds to support:

- Community-based literacy programs (such as the Literacy Volunteers of America).
- The Workforce Improvement Network (WIN) at James Madison University.
- Regional Literacy Coordinating Committees (RLLCs).
- Seven regional program managers.
- Eighteen regional instructional specialists.
- General Adult Education (GAE) classes.
- Individual Student Alternative Education Program (ISAEP).

(http://www.pen.k12.va.us/VDOE/Instruction/Adult/legislation.html)

Allocations to local school boards are made each year by the General Assembly, through the Office of Adult Education and Literacy within the Virginia Department of Education. The allocations are based on the most recent census figures. These state funds are made available to localities, either individually or regionally, to conduct adult education programs as prescribed by the Virginia General Assembly and authorized by the Virginia Board of Education

Funds are allotted to each of the seven localities in the Mount Rogers Region. The

Washington County School Board serves as the fiscal agent for regional activities. The amount allotted to Washington County includes funds for operating the regional office in Abingdon. The other amounts are based on the number of adults who need adult education services. The adult education program managers from each of these local school systems constitute a board for the purpose of giving direction for programs and input into the services to be provided in the regional program (Virginia Department of Education, 1998). The autonomy of the localities is maintained for purchasing supplies, hiring employees, and paying salaries.

Combined federal and state allocations for Adult Basic Education and GED (including corrections education) for the fiscal year 2001-2002 for the seven local school systems in the Mount Rogers Region are in the following chart (Virginia Department of Education, 2001b):

Locality	Allocation (in dollars)
Bland County	14,786
Grayson County	47,902
Smyth County	88,324
Washington County	107,731
Wythe County	57,258
City of Bristol	42,967
City of Galax	17,792

Programs supported by these funds are designated as:

- Adult Basic Education (ABE) – for adults over the age of 16 who did graduate from high

school and who have skills below ninth grade reading or math level.

- General Educational Development (GED) – for adults over the age of 18 who have skills at ninth grade or above and seek skills appropriate for taking the high school equivalency test (GED) in reading, mathematics, literature, science, and social studies.

The regional instructional specialist has no direct dealings with the following programs, but must be aware of options offered. Some program managers administer one or more of the programs for which additional funds are allocated:

- Adult Secondary Education. In addition to Adult Basic Education and GED programs, two other options for training for adults exist. The Adult High School Diploma program is designed to allow adults who lack sufficient credits for graduation to attend classes to obtain these credits. Course requirements are determined by localities, using guidelines established by the state (www.pen.k12.va.us/VDOE/Instruction/Adult/core.html). The second option is the External Diploma Program, which consists of portfolio assessments of 65 generalized competencies and a vocational component. Competencies related to five assigned tasks are assessment in a variety of ways, and mastery of 100% of the tasks must be accomplished (www.pen.k12.va.us/VDOE/Instruction/Adult/core.html). Special training is needed to administer the External Diploma Program. Funding for both of these programs is from special grant applications.
- The Individual Student Alternative Education Program (ISAEP) is administered through the Office of Adult Education and Literacy. This program for high school students was authorized by the legislature in 1999 to provide high school-enrolled students, ages 16-

18, with GED preparation and vocational skills classes (Virginia Department of Education, 1996c).

- English Literacy and Civics. "The purpose of the Virginia EL/Civics Education program is to support projects that demonstrate effective practices in providing and increasing access to English literacy programs linked to civics education. Participants should be able to increase their English proficiency in reading, writing, speaking, and listening to understand and navigate governmental, educational, and workplace systems and key American institutions such as banking and health care" (DeMary, 2005).
- Community-based organizations. Funds to support the work of private, non-public organizations are distributed by the Office of Adult Education and Literacy, Virginia Department of Education. These community-based literacy programs operate in libraries, churches, and community centers to offer tutoring and one-on-one classes for the lowest level readers. Trained volunteers usually offer instruction. The regional instructional specialist sometimes participates in training volunteers or serves on an advisory board for literacy programs.

Two programs for low level readers that have been widely used by community-based organizations in Virginia are Laubach Literacy of America (LLA) and Literacy Volunteers of America (LVA). Dr. Frank C. Laubach, a leading pioneer in the worldwide literacy movement, held the belief that the ability to read and write gave an individual the control to change one's life. As newly literate individuals began to help other illiterates, his program developed the slogan, "Each One Teach One." In 1955, Laubach Literacy of

America became a worldwide organization when Laubach Literacy International was founded (ProLiteracy Worldwide, 2005, www.proliteracy.org).

Literacy Volunteers of America used similar methods of teaching the individual with low reading skills. Their methods and materials targeted learners who were performing through the fourth-grade level. These two literacy groups merged in 2002 to form ProLiteracy Worldwide which supports literacy education through a national network of 1,450 local, state, and regional literacy providers and 160,000 trained volunteers (ProLiteracy Worldwide, 2005).

Two positions are funded by the Office of Adult Education and Literacy to assist in operating local adult education programs in Virginia:

- Program managers. A program manager is designated by the local school board to administer each local program in adult education. These program managers have the option of managing the local program or of pooling their money designated for administration to hire a regional program manager. Before 2005, in seven rural regions in Virginia where additional resources were needed to support the delivery of adult education services, state funds were available to hire a regional program manager. Mount Rogers is one of the seven regions where state funds were expended in this manner. During the 2005-2006 school term, four regions were added, making eleven regional programs in Virginia that are using state and local funds for a regional program manager (Y. Thayer, personal communication, May 17, 2005).

- Regional instructional specialists. Grants for the ancillary services of the regional instructional specialists are administered through the Office of Adult Education and Literacy, Virginia Department of Education. Before the fall of 2005, eighteen regional instructional specialist positions across the state used state funds to strengthen adult education instructional programs and to implement state programs and initiatives. The perspective of Dr. Yvonne Thayer, former Director of the Office of Adult Education and Literacy, Virginia Department of Education, is in the box to the right.

> "They [regional instructional specialists] are funded with state funds. The state funds for adult education were originally allocated in 1988, I believe. This is money for the Commonwealth and this money is used for grants for different projects." (T, I, 13-15)

The fiscal agent for the regional instructional specialist applies for funds by responding to a request for proposal each fiscal year. The budget allotted for these services, including funds for office operation and supplies, has been $35,000 for each regional instructional specialist for adult education across Virginia (Virginia Department of Education, 2002a). During the school term 2005-2006, additional state funds were secured that allowed $50,000 to be budgeted for the regional instructional specialist's position (Y. Thayer, personal communication, May 17, 2005). The name of the position was changed in 2005 to Regional GED Testing Specialist, and job assignments were changed for a period of one year. More information about this change is in Chapter 7.

Special state funding – Race to GED. In October 2003, as part of his Education for a Lifetime Initiative, Governor Mark Warner announced the goal of doubling the number of GED certificates awarded in Virginia by the end of 2005. Special funding was awarded to five pilot

sites: Russell County, Danville, Prince William County, Hampton, and Virginia Beach. These funds were used to develop materials and to market the program. Fast Track GED and GED Prep materials were purchased for screening and assessment of adults interested in securing GED certificates. These materials were made available in the fall of 2004 to all adult learning centers across the state (Stamper, 2005).

Special funding. During the fiscal year 2004-05, the regional programs in Planning Districts One, Two, and Three received $125,000 from the Tobacco Commission to be used for marketing and scholarships. The scholarships paid the fee for taking the GED test battery for those who passed a practice test. Marketing strategies were billboards, television and radio announcements, posters, brochures, and fliers (Seymore, Scott, & Allen, 2005).

The Virginia Literary Foundation granted $25,000 to the Mount Rogers Regional Adult Education Program to purchase Fast Track GED materials. These materials are testing and assessment supplies, a packet of five books for each adult student, and special videos related to the topics under study.

To build on the initiative envisioned by Governor Warner, several localities developed partnerships with local businesses. In the Mount Rogers Region, Bristol Motor Speedway provided race tickets to those adults who passed the GED. The Mount Rogers Regional Adult Education Program had access to GED test scores from the Oklahoma Scoring facility. When passing scores were received by adults in this region, whether enrolled in GED classes or not, race tickets were mailed to the GED recipient (S. Seymore, personal communication, February 7, 2005).

Food City stores provided in-kind materials for the Race to GED project. Two and one half million grocery bags with the Race to GED logo were distributed by the Food City stores. They periodically did spot announcements over the store's intercom, giving information about adult education classes and the Race to GED (S. Seymore, personal communication, February 7, 2005).

Charter Media of the Bristol area gave in-kind services worth more than $300,000 (2004-2005). Those services were sponsored public service announcements on local television stations. Pepsi Cola Company provided banners. Lonesome Pine Raceway in Norton and Motor Mile in Christiansburg contributed tickets to be given to those who passed the GED tests (S. Seymore, personal communication, February 7, 2005).

Local Funding

Local funds must be made available to implement programs. A local cash match of a minimum of fifteen percent from non-federal sources is required (Virginia Department of Education, 2004). Funds for operating the adult education programs are requested by each local school board, approved in the county budget, and administered locally or regionally.

Local budget applications presented to the Virginia Office of Adult Education and Literacy contain the class locations in each county, the rate of pay for each teaching position, the amount needed for instructional supplies, and administrative costs. A maximum of five percent is allowed for administration, but exceptions may be made with appropriate documentation of need (Virginia Department of Education, 2004). Localities pay the cost of adult education services and then file reimbursement requests with the Virginia Department of Education, either quarterly

or semiannually.

Private Funding

Many localities across Virginia use private literacy groups to meet the needs of the lowest level learners. These literacy groups secure funding from private sources. The Virginia Literacy Foundation, the nation's oldest statewide literacy initiative, is a non-profit organization that was founded in 1987 (Virginia Literacy Initiative, 1994). The Foundation supports family literacy programs, helping both parents and children learn to read. The Virginia Literacy Foundation – backed by generous corporate, private, and government gifts and grants – distributes millions of dollars in grants to local literacy efforts across the Commonwealth. Jeannie P. Baliles, former First Lady of Virginia, is chairperson (2005) of the board of directors of the Virginia Literacy Foundation.

Another foundation that supplies money to some programs across Virginia is funded by Verizon and individuals who make contributions when paying their telephone bills:

> Established in 1999, Verizon Reads is dedicated to the fight for a more literate America through meaningful programs that create awareness, raise funds, and encourage collaboration among literacy providers. . . .Verizon is committed to being the leader in America's campaign to raise literacy levels by orchestrating a national platform that will increase funding, community awareness and support a wide diversity of literacy programs. (Verizon, 2005, http://www.verizonreads.net/about_verizon.asp)

The Highlands Educational Literacy Program, Inc. (HELP) in Abingdon is one of the programs associated with Verizon.

Additional funds for literacy programs may be secured from a variety of charitable foundations; however, personnel must be available for writing grant applications. The National Institute for Literacy (NIFL) provided Internet links to more than one hundred possibilities for grants including Books for Kids Foundation, Bristol Myers Squibb Company Foundation, Staples Foundation for Learning, and Bill and Melinda Gates Foundation.

Governance of Adult Education in the United States

The governance structure for adult education has three levels: the federal level, the state level, and the local level. Each level has regulations and a specific organizational structure.

Governance: Federal Level

The federal delivery system, policies, and funding for adult education and literacy are the responsibility of the United States Department of Education. The “original Department of Education was created in 1867 to collect information on schools and teaching that would help the States establish effective school systems” (Federal Role in Education, 2005, http://www.ed.gov/print/about/overview/fed/role.html). As legislation increased the federal role of education, the department was moved through various phases of governance before its location in the Department of Health, Education, and Welfare. The Department of Education was elevated to a cabinet level agency in 1980 with the directive that remains today: “to ensure equal access to education and to promote educational excellence throughout the nation" (United States Department of Education, 2005, http://www.ed.gov/about/landing.jhtml?src=gu). With more

than 4,500 employees and a $71.5 billion budget in 2005, the United States Department of Education serves to:

- Establish policies on federal financial aid for education and distribute as well as monitor those funds.
- Collect data on America's schools and disseminate research.
- Focus national attention on key educational issues.
- Prohibit discrimination and ensure equal access to education.

http://www.ed.gov/about/landing.jhtml?src=gu

The Office of Vocational and Adult Education (OVAE), under the direction of the United States Secretary of Education, has oversight for vocational and adult education programs, including funding and program operations. Adult education and literacy programs are partially funded through federal grants to the states, based on state plans submitted by governors or their designees. The amount each state receives is based on a formula established by Congress (http://www.ed.gov/index.jhtml).

The Division of Adult Education and Literacy (DAEL), under the direction of the Office of Vocational and Adult Education, promotes programs that help American adults get the basic skills they need to be productive workers, family members and citizens. Adult basic education, adult secondary education, and English language acquisition are major areas in adult education programs**.** These programs emphasize basic skills such as reading, writing, competency in the

English language, math, and problem-solving (http://www.ed.gov/offices/OVAE). Guidelines and directives of the federal government, together with federal allocations, are established and disseminated to states and territories through the Division of Adult Education and Literacy. States, in turn, distribute funds to local eligible entities to provide adult education and literacy services.

Governance: State Level

The organizational pattern for governance at the state level is similar to the pattern at the Federal level. The Virginia Board of Education is composed of nine members appointed by the Governor (Virginia Board of Education, 2005, http://www.pen.k12.va.us/VDOE/VA_Board/home.shtml). The Board of Education sets policies for the schools and receives its authority from the General Assembly. The Virginia Department of Education oversees the public school system centrally and is directed by the Superintendent of Public Instruction. The Secretary of Education is a member of the Governor's cabinet and oversees all education within the Commonwealth. Under the Department of Education are several divisions, including Instruction. The Office of Adult Education and Literacy is in this division.

The governance of adult education and the responsibility for the delivery of adult literacy and basic and secondary education programs in the Commonwealth rest primarily with the Office of Adult Education and Literacy, Virginia Department of Education. "The mission of the Office of Adult Education and Literacy is to provide leadership and support for adult

education and literacy services, with priority on the development and expansion of quality family literacy and workforce education programs"
(http://www.pen.k12.va.us/VDOE/Instruction/Adult). Collaboration among several agencies that provide adult education to their clients is part of the governance structure.

Collaboration was, at one time, part of the Code of Virginia. During the 1993 session of the Virginia General Assembly, the Code of Virginia was amended to include the Virginia Advisory Council for Adult Education and Literacy as an agency within the executive branch of government. The Council consisted of fifteen members, with an executive director appointed by the governor. The Secretaries of Education, Health and Human Resources, Public Safety, and Commerce and Trade were ex officio members, and the Governor appointed one representative each from the Board of Education, Board for Virginia Community Colleges, Board of Correctional Education, Board of Social Services, State Library Board, Governor's Job Training Coordinating Council, Department of Business Assistance, Virginia Employment Commission, State Council of Higher Education, Virginia Literacy Foundation Board, and Virginia Board for People with Disabilities. The Secretary of Education within the Commonwealth was responsible to the Governor for the Advisory Council. The Advisory Council was directed to "recommend an integrated and coordinated multi-agency approach for the delivery of quality adult education and literacy programs, services, and philosophies" (Art. 2, Sec. 2.1, Chap. 653 of the Virginia Acts of Assembly). The Council was referred to in the Virginia Plan (Virginia Department of Education, 1999b) as advisory in nature and reporting to the Governor.

Maxine Mullins
Regional Instructional Specialist

"Why bring these people together when they didn't know what to do, unable to function, and no money to operate it?" (T, I, 135-136)

The Council met regularly for several years, but some felt that it had lost its effectiveness in helping to advance programs in adult education, as indicated in the box to the right. The education of the clients was conducted by lower-level employees, rather than the state officials who had little knowledge of the daily operations of the classes and the needs and successes of the programs. Before January 2003, the position of executive director of the Council was eliminated. A bill to eliminate the Council was passed by the 2003 legislature and signed by the governor on March 26, 2003 (Virginia General Assembly, 2003, http://leg1.state.va.us/) .

The Subcommittee on Adult Education and Literacy was established by the Board of Education prior to the elimination of the Council. This subcommittee fulfills the mission of the Council and is closer to the daily operations of adult education programs and the services provided to the same clients as those served by the Council representatives. The Council and Subcommittee were established as advisory agencies.

A staff of competent educators and managers within the Office of Adult Education and Literacy operate the office. State staff positions include specialists for EL/Civics (English Language and Civics) and community-based organizations, GED (General Educational Development) administration, “Race to GED,” adult secondary education and ISAEP (Individual Student Alternative Education Program), workforce development, and data and assessment. These specialists are very aware of the offerings within their fields and transfer this information

to the localities, aggregate data for state reports, and promote participation in appropriate programs.

Governance: Local level

Each local school division in the state has designated a local program manager as the administrator of adult education programs with responsibility for writing a multi-year delivery plan, securing teachers, and overseeing adult education services. Moak (1993) found that these administrators have responsibility for a variety of other jobs in the school systems. Some adult education administrators may be supervisors of vocational education, administrative assistants, elementary principals, or guidance counselors. Consequently, the responsibility for adult education is often delegated to subordinates or left to chance.

> "When Mt. Rogers [Regional Adult Education Program] was first formed, the superintendents did not want to play a direct role. They had a designee from each of the areas. This designee served for each area. We had seven, since we served seven school areas. These seven designees comprised the board that governed what we did as a regional instructional program. They gave us direction. They met once a month." (BC, I, 116-119)

Ultimately, according the Code of Virginia, local school boards and division superintendents have responsibility for oversight of local programs. The funding for adult education must be included in the local school board budget, the superintendent must authorize applications for state funds, and reports of progress are made to the division superintendent. The interview with the former regional instructional specialist in the Mount Rogers Regional Adult Education Program, as quoted in the box above, indicated that superintendents did not play a major role in the early years of adult education programs.

The present policy of the Virginia Office of Adult Education and Literacy is to involve the division superintendents more in the administration of adult education programs. An example of this is shown in the report on adult basic education program performance presented to the Board of Education in 2002 (DeMary, 2002). Enrollment data, educational gains, and other demographics were presented for the state of Virginia, superintendents' regions, and programs within each region. Specific data are presented in the outcomes portion of the study.

The organizational structure for the Mount Rogers Regional Adult Education Program is in Figure 2. Each of the seven (three are shown) local school divisions in the Mount Rogers Region designates a local program manager. These managers comprise the Regional Advisory Board. (The Carroll County School System is geographically in the Mount Rogers Region but has opted out of the Mount Rogers Regional Adult Education Program and operates its own program for adult education.) The Advisory Board meets quarterly or more often if the need arises. Communication by phone and email is utilized.

The advisory board members have responsibilities, both as a group and as individuals. As a group, the Board interviews and hires the regional instructional specialist and regional program manager. They meet to approve policies of the Mount Rogers Regional Adult Education Program, to review the placement of classes within the region, and to recommend additional classes if needed. As individuals, they implement the policies of the Mount Rogers Regional Adult Education Program within their school divisions, hire new teachers, pay salaries, and receive reports of enrollment and attendance. In Figure 2, the relationship between the local program managers and the local adult education faculty is shown by a solid line to indicate direct

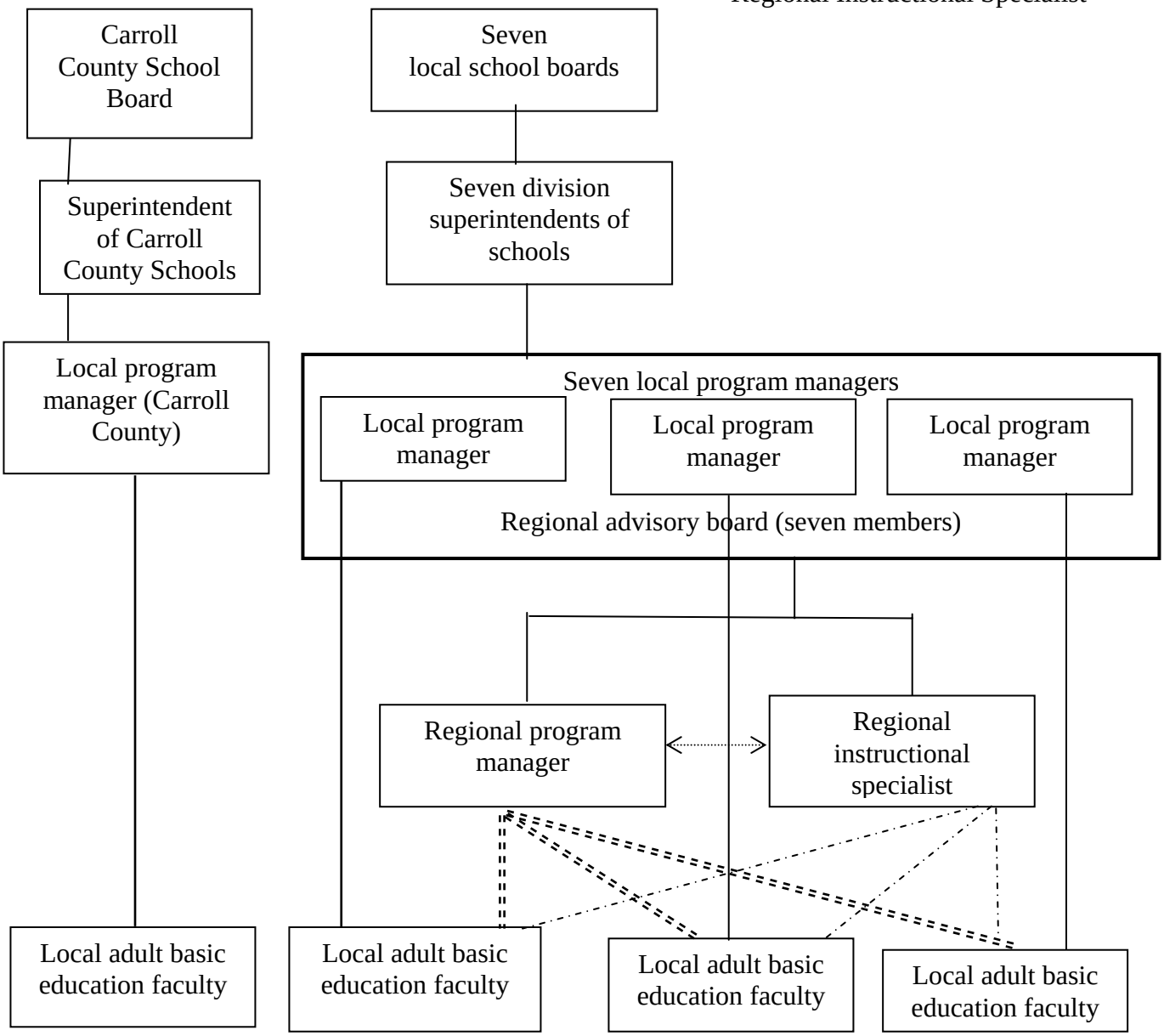

Figure 2. Organizational structure for the Mount Rogers Regional Adult Education Program. Only three of seven local programs are included. Relationships are the same for the four that are not in the figure. Solid lines represent direct authority. The dotted line between the regional program manager and the regional instructional specialist indicates shared responsibilities. The broken line between the specialist and the local faculties represents support services; the double broken lines between the regional program manager and local faculties represent supervision that is shared with a local program manager on the regional advisory board.

authority.

The regional program manager for the Mount Rogers Regional Adult Education Program has specific duties. The program planning and management duties rest with the regional program manager. As the representative of the advisory board, the program manager meets with local businesses to determine educational needs of the community, brokers workplace classes, submits grant applications for special funding, develops and delivers to the Advisory Board the five-year plan and yearly updates, and analyzes data to determine if program adjustments must be made.

Within this delivery system, the regional instructional specialist works under the direction of the regional advisory board and in collaboration with the regional program manager. The program manager confers with the regional instructional specialist (as shown in the diagram by a dotted line) to determine professional development needs and to plan professional development activities. A yearly contract is executed between the Virginia Department of Education, Office of Adult Education and Literacy, and the Mount Rogers Regional Adult Education Program with the Washington County School Board as the fiscal agent. This contract is executed as a Memorandum of Agreement and is the basis for the services of the regional instructional

specialist. The scope of services is listed, and the conditions and requirements for employment are included in the Memorandum of Agreement (Virginia Department of Education, 2004). State funds are expended for the position.

Lead teachers in localities of the Mount Rogers Regional Adult Education Program have an integral part in the total operation of the adult education system. They have responsibilities

beyond those of an instructional staff member. By remaining accessible to both the advisory board member from their locality and the Mount Rogers Regional Adult Education Office, the lead teacher:

- Ensures that paper work is submitted on time to the advisory board member.
- Serves as mentor to any new adult education practitioners in their area.
- Acts as a liaison among instructional staff and as a direct link to the regional office.
- Sends out notices to instructional staff as directed by the advisory board member or by the regional office (Mount Rogers Regional Adult Education Program, 2003).

Monthly reports and registration forms are collected by lead teachers in each county or city, forwarded to the advisory board member, and sent to the regional office (S. Seymore, personal communication, February 7, 2005). Lead teachers are not represented in Figure 2, but are part of the local instructional staff. They are compensated for additional hours that they serve in this capacity.

The local instructional staff for the Mount Rogers Regional Adult Education Program is the foundation for a strong program. Most teachers are employed as regular teachers during the day and part-time teachers of adults during evening hours. Some are retired teachers trying to supplement their retirement income; others are still looking for their first job. Class sites for adult education include jails, Head Start centers, One-Stop centers at Virginia Employment Commission offices, and local schools and libraries. Before instruction begins, registration forms are completed. Within the first 12 hours of attendance, the Test of Adult Basic Education (TABE) locator and pre-tests are scheduled, and individual goals for each participant are made

(Mount Rogers Regional Adult Education Program, 2003). Post-tests are administered and achievements recorded in accordance with the policies of the Mount Rogers Regional Adult Education Program, the Virginia Office of Adult Education and Literacy, and the United States Department of Education. All data sheets related to registration, test scores, student goals, and attendance are forwarded by lead teachers to the local administrator and then to the regional office.

Office personnel for the Mount Rogers Regional Adult Education Program include a regional office manager and a data entry person/bookkeeper (Mount Rogers Regional Adult Education Program, 2003). Checks are written at the regional office in Abingdon from funds allocated through the Washington County School Board as fiscal agent. Washington County then files for reimbursement from Richmond for funds reserved for each locality.

The Geographical Context of the Work of the Regional Instructional Specialist in the Mount Rogers Region of Virginia

The Mount Rogers Regional Adult Education Program serves Planning District Three of the 22 regional programs established to serve the adult learners in Virginia. Local school districts served by the Mount Rogers Region are the counties of Bland, Grayson, Smyth, Washington, and Wythe and the cities of Bristol and Galax. The school system in Carroll County has set up its own adult education system and, for most adult education activities, is not included in the Mount Rogers Regional Adult Education Program. The administrative office for the Mount Rogers Regional Adult Education Program is located in Abingdon, Virginia.

The work of the regional instructional specialist for adult education is affected by the geography of the region. The distance from the office in Abingdon to Galax is 185 miles, round trip. To visit a class in Galax that meets from 6:00 to 8:30 PM would require that the specialist leave Abingdon no later than 3:30 PM and return about 11:00 PM. That makes a long and late evening for travel. In the box at the right, the first regional instructional specialist refers to the impact of the distance traveled.

> The service area in which I worked is so large, it took almost two hours to get to Galax, for instance." (BC, I, 37-38)

Because of the distance and time requirement and to make the program more effective, lead teachers were designated in each of the school districts in the Mount Rogers Regional Adult Education Program. These people are more accessible to the teachers in each city or county and report directly to the advisory board member for the respective school division and indirectly to the regional program manager and regional instructional specialist. The problems with distances are thus minimized, as indicated by the program manager in the box at the right.

> "Certainly the distance is a handicap. But everyone works together." (SS, I, 79)

Additional services to make programs accessible to adults in distant areas are distance education and public broadcasting programs. The distance education programs operate from Planning District #2 in Weber City. Students are sent a short assessment test to determine the level of instruction needed. Lessons are then sent to the participant, who is expected to complete the assignments and return them in a pre-paid envelope. The lessons are corrected and returned to the student with a new assignment. A toll-free telephone number is available if the student

needs to speak with the teacher. Few students from the Mount Rogers Region participate in this program.

A modified distance learning program was begun in the spring of 2005 in collaboration with community action groups. Family service workers, such as Head Start home visitors, were trained by the regional instructional specialist to assess students using the Test of Basic Adult Education (TABE) online. Laptop computers were installed with appropriate software and made available to adults unable to attend regular classes (Allen, Scott, & Seymore, 2005).

Public television broadcasts for the Mount Rogers Region may be accessed through WMSY-TV 52 or WMSY-DT 42 in Marion and are linked with Blue Ridge Public Television in Roanoke. These public television stations provide programs with the goal of increasing literacy levels through family literacy, adult literacy, and workplace skills programs. Programs designed for speakers of other languages are also included in their programming schedules (Blue Ridge Public Television, http://www.wbra.org/html/edserv/).

The geographical context is considered by the regional instructional specialist when designing in-service programs and planning visits to class sites. By becoming aware of possibilities for distance education, whether by correspondence or access to television programs, the regional instructional specialist is better equipped to give advice and technical assistance to teachers, students, and workplace managers in the diverse geographical communities of the Mount Rogers Region.

The Program Context of the Work of the Regional Instructional Specialist

in the Mount Rogers Region of Virginia

The program context of the work of the regional instructional specialist includes the demographics of the region, the need for services, and national and state program standards and benchmarks. (See the box at the right for comments from a former regional instructional specialist.) The staff of the Mount Rogers Regional Adult Education Program has access to a variety of demographics, including the educational levels of residents, the number of adults with English as a second language, the number of incarcerated adults, unemployment figures of the region, and various job markets. The network of agencies that constitute some of the stakeholders in the region helps to set priorities and locations for classes. The Workforce Investment Act (Pub. L. No. 105-220) sets national standards and provides guidelines for the standards included in the Virginia Adult Education Plan.

> "When the specialists' group first came into being, when I was first hired, the state set up workshops. That's when the educational aspect was developed: what to teach, how to teach, how to prepare the students, the whole bit." (BC, I, 94-96)

Demographics and Need for Services

The work of the regional instructional specialists in Virginia is guided in part by the demographics of the area in which they work. The educational levels of the adults in the seven localities served by the Mount Rogers Region are considered when establishing classes. The Local Plan and Application for Adult Education Funds for the Mount Rogers Region, written for 1999-2004, indicated that 41.43 percent of adults who are 18 years of age and older who lived in the Mount Rogers Region had no high school diploma. The population with English as a second language was .21 (about two-tenths) percent. Adult education classes were provided for more

than 100 incarcerated adults. Unemployment was higher in the counties of Grayson, Smyth, Washington, and Wythe and the city of Bristol than the average unemployment rate in Virginia (Virginia Department of Education, 1999a, pp. 7, 43).

Census data for 2000 indicated that 31.4 percent of the adults in the Mount Rogers Region over the age of 25 had less than a high school education. This compares to 18.5 percent across Virginia. Figures indicate that only 18.6 percent of the adults over the age of 25 had an associate's degree or higher, compared to 34.7 percent in all of Virginia. These figures support the need for continuing adult education classes in the Mount Rogers Region.

National and State Standards

The Adult Education and Family Literacy Act of 1998 specified that a "comprehensive performance accountability system" be used "to assess the effectiveness of eligible agencies in achieving continued improvement of adult education and literacy activities" that operate with federal funds (Workforce Investment Act, 1998, p. 1064). Core indicators of performance have required assessments for program accountability, and results are reported to the United States Department of Education. The National Reporting System is used to document results of program quality in a systematic way and meets the requirements of the Workforce Investment Act (Allen, 2003). Additional indicators are included in the Virginia state plan. These indicators are listed by the researcher as process standards.

Development of Standards

The process of identifying standards and measures for Virginia began in 1991 as part of the National Literacy Act of 1991 (Pub. L. No. 102-73). Performance indicators were phased in

from 1993 to 1995. The staff of local programs met to review performance indicators and develop measures, standards, and strategies that reflected the unique nature of each locality. At that time, there were no state standards or benchmarks.

Indicators are program components about which data are collected, **measures** determine the data to be collected for each indicator, and **standards** identify the level set for each indicator. A **strategy** to meet each standard was identified by administrative, ancillary, and instructional personnel. Three indicators were identified for implementation beginning with the 1993-94 fiscal year:

- Educational gain. Adult students demonstrate progress toward acquisition of basic skills and competencies.
- Recruitment. The population in the community is successfully recruited as adult education students.
- Retention. Adult students remain in the program for the amount of time they need to meet their educational goals (Virginia Department of Education, 1993a).

Four performance indicators were required to be implemented in the local programs beginning with the fiscal year 1994-95:

- Program planning. The program is based on a plan that considers demographics, needs assessments, resources, and economic trends of the community.
- Curriculum and instruction. Individual learner goals, learning styles, and cultural variations guide the content of the curriculum and instruction.
- Professional development. Individual staff goals, learning styles, and cultural variations

are the bases for professional development activities.

- Support services. The program identifies learners' needs and refers the learners directly to appropriate agencies or provides services directly (Virginia Department of Education, 1993a).

Present Standards

To meet guidelines of the Adult Education Act of 1998, the Virginia Office of Adult Education and Literacy revised the system of program quality indicators, measures, and performance standards. Three federal core indicators of performance, required by the Adult Education and Family Literacy Act of 1998 (Workforce Investment Act, Pub. L. No. 105-220), applied to adult education students who received 12 or more hours of instruction: (1) educational gains in literacy skill levels, (2) receipt of credentials, and (3) follow-up on employment or education (Virginia Department of Education, 2000). The other standards were reorganized into six process standards for Virginia programs: retention, recruitment, curriculum and development, program planning, professional development, and support services. As of July 1, 2000, all local program providers began using the Virginia Adult Education Quality Works Accountability System which included test benchmarks at each level of enrollment.

The NRS is an outcome-based reporting system for state-administered programs and was developed with the support of the United States Department of Education, Division of Adult Education and Literacy, to meet requirements created by the Workforce Investment Act of 1998 (Allen, 2003). “Test benchmarks are provided by the National Reporting System (NRS) to assist in placement of learners. Test benchmarks give examples of how students functioning at each

level would perform on the assessment tests" (Virginia Department of Education, 2000, p.4). Virginia's three adult education core indicators of performance are in Table 6.

"Educational gain" is the default goal for all enrollees in the adult education programs in Virginia. It is listed as the first core performance indicator in Table 6. Samples of attainment levels for pre-testing are given in the first column and are used for placement. Scale scores for the Test of Adult Basic Education (TABE) Forms 7 and 8 are given for levels 1-6 and for the Comprehensive Adult Skills Assessment System (CASAS) for levels 7-12. The second and third columns are samples of goals set for two fiscal years, 2002-2003 and 2004-2005. "Attainment of credentials" is the second core performance indicator, and some enrollees choose it as a primary or secondary goal when they have reached the high secondary level of attainment. When passing scores on the GED are earned, or a high school diploma or external diploma is awarded, this goal is achieved. The third core performance indicator is "Follow-Up" and includes retaining or entering employment or entering further training after exiting the adult education program. Again, the goals for these two performance indicators are in columns two and three.

Data Collection for the National Reporting System

The process of collecting data from Virginia programs to be reported to the federal government has had a variety of approaches. During the 1990's, scan sheets were developed with a system that read data in bulk, reported the outcomes pertaining to individual gains, aggregated the data for county systems, and reported the results to the Virginia Department of Education. This system had a variety of problems that hindered complete and effective collection of data. For example, there was a minimum of scanners across the state. Smaller systems did not have

Table 6

Virginia's Adult Education Core Indicators of Performance

Core Performance Indicator #1: Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language; numeracy problem solving; English language acquisition; and literacy skills.		
Educational Functioning Level	2002-2003	2004-2005
Level 1: Beginning Literacy (TABE reading scale score of 367 or below, math scale score of 313 or below)	27% of beginning literacy enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	25% of beginning literacy enrollees will complete the educational functional level as measured by the appropriate assessment tool.
Level 2: Beginning Basic Education (TABE reading scale score of 368 to 460, math scale score of 314 to 441)	33% of beginning basic education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	41% of beginning basic education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 3: Low Intermediate Basic Education (TABE reading scale score of 461 to 517, math scale score of 442 to 505)	35% of low intermediate education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	46% of low intermediate education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 4: High Intermediate Basic Education (TABE reading scale score of 518 to 566, math scale score of 506 to 565)	35% of high intermediate education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	42% of high intermediate education enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 5: Low Adult Secondary Education (TABE reading scale score of 567 to 595, math scale score of 566 to 594)	38% of low adult secondary enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	49% of low adult secondary enrollees will complete the educational functioning level as measured by the appropriate assessment tool.

(table continues)

Educational Functioning Level	2002-2003	2004-2005
Level 6: High Adult Secondary Education (TABE reading scale score of 596 or above, math scale score of 595 or above)	43% of high adult secondary will complete the educational functioning level as measured by the appropriate assessment tool.	70% of high adult secondary will attain their credential (see core indicator #2, goal 1, listed below).
Level 7: English as a Second Language (ESL) Beginning Literacy (Comprehensive Adult Student Assessment System Reading Scale Score 0 to 180)	30% of beginning ESL literacy enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	35% of beginning ESL literacy enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 8: English as a Second Language (ESL) Beginning (Comprehensive Adult Student Assessment System Reading Scale Score 181 to 200)	30% of beginning ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	36% of beginning ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 9: English as a Second Language (ESL) Low Intermediate (Comprehensive Adult Student Assessment System Reading Scale Score 201 to 210)	34% of low intermediate ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	44% of low intermediate ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 10: English as a Second Language (ESL) High Intermediate (Comprehensive Adult Student Assessment System Reading Scale Score 210 to 220)	34% of high intermediate ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	38% of high intermediate ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Level 11: English as a Second Language (ESL) Low Advanced (Comprehensive Adult Student Assessment System Reading Scale Score 221 to 235)	31% of low advanced ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	34% of low advanced ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.

(table continues)

Educational Functioning Level	2002-2003	2004-2005
Level 12: English as a Second Language (ESL) High Advanced (Comprehensive Adult Student Assessment System Reading Scale Score 236 to 250)	31% of high advanced ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.	12% of high advanced ESL enrollees will complete the educational functioning level as measured by the appropriate assessment tool.
Core Performance Indicator #2: Attainment of credential (General Educational Development diploma, External Diploma Program, High School Diploma)		
Goal	2003-2004	2004-2005
Goal 1: Obtaining high school diploma or GED	43% of enrollees who enter with a goal of attainment of credentials will successfully attain the credential.	70% of enrollees who enter with a goal of attainment of credentials will successfully attain the credential.
Core Performance Indicator #3: Placement in, retention in, or completion of postsecondary education or training, unsubsidized employment or career advancement.		
Goal 1: Entering employment	34% of enrollees who enter with a goal of entering employment will successfully attain the goal.	58% of enrollees who enter with a goal of entering employment will successfully attain the goal.
Goal 2: Retaining employment	42% of enrollees who enter with a goal of retaining employment will successfully attain the goal.	30% of enrollees who enter with a goal of retaining employment will successfully attain the goal.
Goal 3: Entering post-secondary education	31% of enrollees who enter with a goal of entering post-secondary education will attain the goal.	50% of enrollees who enter with a goal of entering post-secondary education will attain the goal.

Note. The information in Table 6 was gathered from Quality Works Accountability System (Virginia Department of Education, 2000) and handouts at a workshop at Southwest Virginia Institute of Lifelong Learning (Beasley, 2005).

funds for purchase of the scanners. Personnel had to take the scan sheets to various localities, but the scanners were programmed for the local programs and problems developed when reading another locality's data (L. Allen, personal communication, September 22, 2005). The Mount Rogers Regional Adult Education Program had a scanner for the data collected there, so the scanner was no problem in that region.

Another problem was incomplete data sheets. No identification number, the wrong birthday, or lack of pre- and post-test data caused problems that could only be "fixed" by the local school system or by the local teacher. Data for many individuals were lost, leaving localities

with incomplete and inaccurate accounting of the number of registered adults and their educational gains (L. Allen, personal communication, September 22, 2005). Many adult students withdrew and moved from the areas, including the Mount Rogers Region, before a post-test could be administered.

The next attempt at collecting data in Virginia was with LiteracyPro Systems, Inc. The software gave localities and states the opportunity to measure and document learner outcomes resulting from adult education instruction. Local programs installed the program on office computers. Personnel for data entry collected and aggregated data at each instructional site (or at the central office) and forwarded the information to the state for statewide aggregation and submission to the Division of Education and Literacy, U. S. Office of Education. Computer disks, together with printed data sheets, were sent to the Virginia Office of Adult Education and Literacy. But this program had "bugs" that caused programs to report incomplete and inaccurate

data (L. Allen, personal communication, September 22, 2005).

Presently, localities report information instantly through the web-based data system developed by the National Reporting System. Registration sheets for every adult are forwarded to the local adult education office (for example, the Mount Rogers Regional Adult Education Program's office in Abingdon) as soon as they are available, but definitely once a month. The Virginia Office of Adult Education and Literacy staffs a data and assessment specialist. Passwords are issued for the localities and data are entered, with instant availability of reports and progress of each program from both the state and the locality.

Every enrolled adult is administered a pre-test within 12 hours of instruction, often during the first class. The Test of Adult Basic Education (TABE), Basic English Skills Test (BEST), Comprehensive Adult Student Assessment System (CASAS), and Adult Basic Learning Examination (ABLE) are examples of assessment instruments used to determine educational functional levels. The TABE is widely used in Virginia for testing most participants. For students who do not speak English well, the CASAS or BEST is administered (Virginia Department of Education, 2000).

"Now that we are being told to get those standards developed, I think that everybody will have trouble pulling that off. The state offices are so small; again that is why the specialists become so important." (T, I, 337-339)

The regional instructional specialists were active in training teachers, program managers, and tutors in the process of collecting data. Regional and state-wide workshops were held for the regional instructional specialists (usually accompanied by the data-entry employee) to learn the new system. In-take forms, monthly report forms, and testing information were discussed. The specialists then returned to transmit this

information to the teachers and program managers (T, I, 177-180). The importance of the regional instructional specialist was discussed by the former director of the Virginia Office of Adult Education and Literacy, as seen in the box above.

Pre-test scores were essential for placement, so proper testing techniques were emphasized. Completion data were vital to determine educational gains for the core indicators. Data for the goal of "attainment of credentials" came for the GED testing service in Oklahoma, the local school systems when a diploma was issued, or from school systems that sponsor the External Diploma Program.

Follow-up data were collected through an agreement between Virginia Tech and the Virginia Department of Education, Office of Adult Education and Literacy. The goal of entering employment is reviewed three months (one quarter) after exiting the adult education program. The goal of retaining employment is reviewed nine months (three quarters) after exit. Entrance into post-secondary education or training is documented in October of each year. Changes in the data system to match exit data and data collected by Title I Workforce Investment Act providers (VEC, for example) are planned (Beasley, 2005).

Process Standards

As a result of the revision of the Quality Works Accountability System, six standards previously listed as core standards are now classified as process standards (Virginia Department of Education, 2000). The purpose of these standards is to improve the quality of local programs by identifying program strengths and locating resources for more effective delivery of quality programs, and thus increase the likelihood of meeting the performance levels of the federal core

indicators. The six process standards are retention, recruitment, curriculum and instruction, program planning, professional development, and support services (Virginia Department of Education, 2000).

The data for the process standards are collected with the same data base used for basic NRS data collection. They are not used to determine if a program is in compliance with the federal standards and benchmarks. The performance level for each standard is:

1. Retention. Sixty percent of learners achieve goal before leaving the program.
2. Recruitment. Three percent of the target population are served.
3. Curriculum and instruction. One hundred percent of students reviewed assessment data with teachers; one hundred percent of students have individual learning plans; and one hundred percent of instructional staff participates in end-of-year evaluative meeting.
4. Program planning. Program plan meets federal regulations and quality indicators are updated annually.
5. Professional development. One hundred percent of professional staff completed professional development activities.
6. Support services. One hundred percent of students requesting services not provided in adult education programs are referred to appropriate agencies (Virginia Department of Education, 2000).

Figure 3 illustrates the program context of the work of the regional instructional specialist in Virginia. Program priorities of family literacy, workplace education, technology, and health literacy guide the activities of adult education in Virginia. Staff development

resources are important to improvement of services from the Virginia Office of Adult Education and Literacy. The 18 Regional Literacy Coordinating Committees are examples of collaboration with other agencies. Local and regional instructional programs include core services, program managers and specialists, and service providers that deliver adult education services to the students. Federal and state financial support is necessary to the operation of the Virginia Office of Adult Education and Literacy.

Summary

In Chapter 4, the researcher reviewed the contexts in which the adult education regional instructional specialist works. From the historical, legal, geographical, and program perspectives, the specialist conducts a variety of tasks.

During the colonial period, adult education existed to help illiterate adults to read the Bible and to become knowledgeable about the operation of the new government. Later, classes were organized to improve skills in the workplace and to increase the preparedness of the United States military. Public financial support for adult education classes first came from states, often as teacher salaries. Federal funding for education began as support for vocational classes, then expanded to military assistance for education, followed by elementary, secondary, and collegiate programs. Programs have now been established to enhance preparation for workforce skills, to increase family literacy, and to address educational needs of veterans, immigrants, and incarcerated adults.

The current legal context of the work of the regional instructional specialist has a foundation in the Adult Education and Family Literacy Act which is Title II of the Workforce

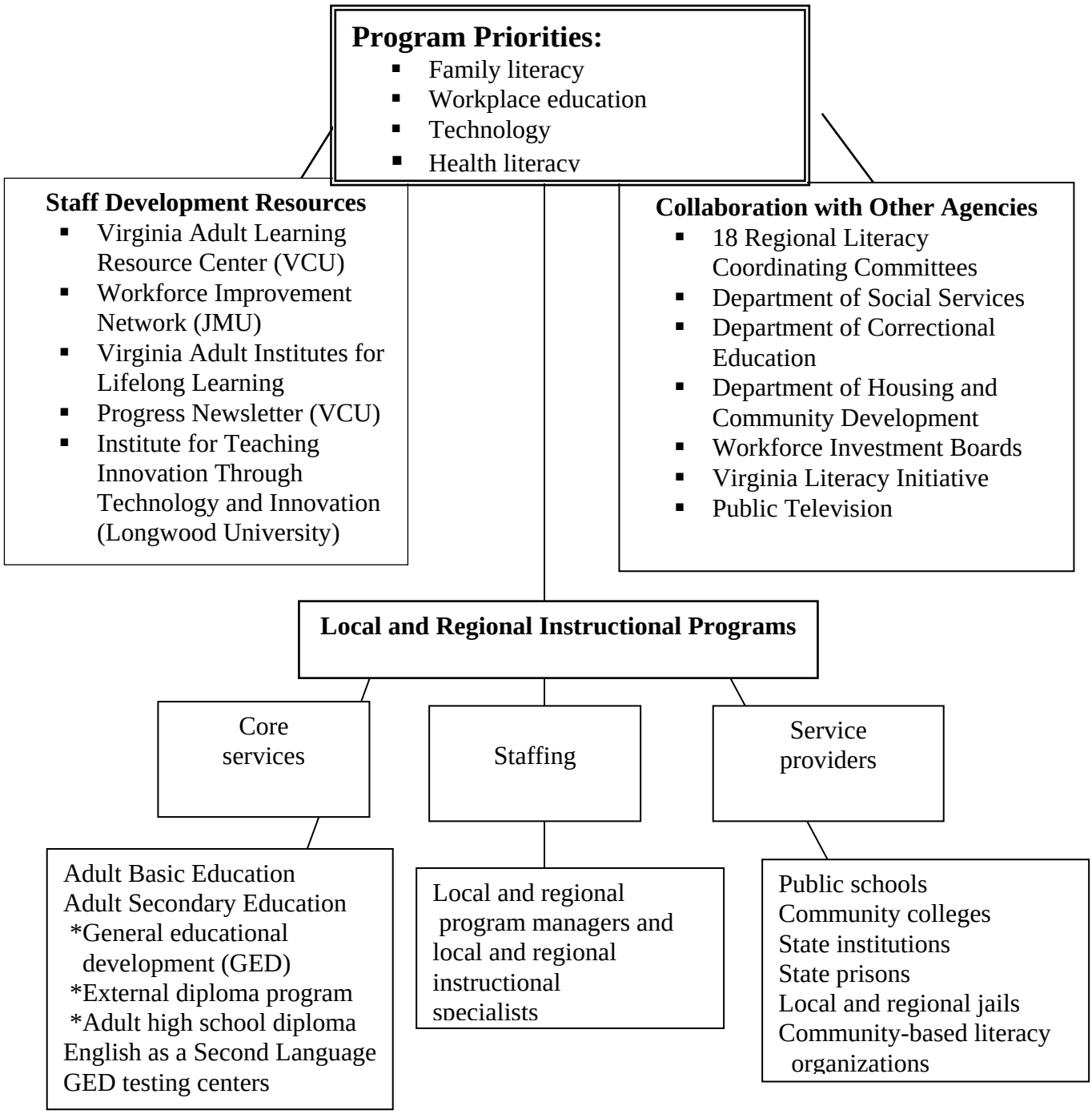

Figure 3. Program priorities, staff resources, collaborating agencies, and resources to support local and regional adult education programs. (Virginia Office of Adult Education and Literacy, 2002b).

Investment Act of 1998. The act specifies standards of quality, with educational gains of adult participants as a default goal set by each adult at enrollment. Additional goals related to advanced training, attainment of credentials, or employment may be set for those leaving adult education programs. Data are reported through the National Reporting System to the education departments of the states and eventually to the United States Department of Education.

Virginia receives block grants from the United States Department of Education, based on the number of adults over the age of 18 without a high school diploma. Adult education programs are then conducted by local school systems in Virginia, as authorized by the General Assembly. Some systems, such as those in the Mount Rogers Region, combine their funding into regional programs. The Washington County School Board operates as the fiscal agent for the Mount Rogers Regional Adult Education Program which has a regional office in Abingdon. Lead teachers in each of the seven counties are liaisons between the regional office and localities and report to a member of the Regional Advisory Board for the Mount Rogers Region.

The regional instructional specialist, as an integral position in the adult education network, provides leadership in developing and presenting professional development programs, visits classes, keeps abreast of the latest information about data collection, and relates to each member of the team in the Mount Rogers Regional Adult Education Program. Specific tasks performed by the regional instructional specialist are discussed in Chapter 5.

CHAPTER 5

THE TASKS PERFORMED BY THE REGIONAL INSTRUCTIONAL SPECIALIST

In this chapter the researcher presents the findings related to the tasks performed by the regional instructional specialist in the Mount Rogers Region of Virginia. The tasks are both administrative and programmatic. Information was collected from interviews; Internet sites; reports submitted to the office of the program manager; and brochures, flyers, and advertisements. Interviews were held with a former director of the Virginia Office of Adult Education and Literacy, the present and former regional instructional specialist, the regional program manager in the Mount Rogers Region, a board member who represents a local program in the Mount Rogers Region, three teachers in the Mount Rogers Regional Adult Education Program, and three students.

Administrative Tasks Performed by the Regional Instructional Specialist in the Mount Rogers Region of Virginia

Administrative tasks are the routine tasks associated with the work performed in the office, such as phone calls, supply orders, and scheduled appointments. The Mount Rogers Regional Adult Education Program operates from the regional office in Abingdon. The staff for the program consists of a regional program manager, a regional instructional specialist, a regional office manager, and an assistant office manager. Additional office help includes a clerk or technical assistant as the need arises.

The administrator for the program is a regional program manager, hired for the position by the Mount Rogers Regional Adult Education General Advisory Board that consists of a

representative from each of the seven school systems within the region. The job description contains ancillary and support services, program planning and maintenance, and self-development as tasks for the regional program manager. The ancillary and support services include:

- Professional development activities.
- Student retention and recruitment activities.
- Instructional technical assistance.
- Linkages with service and provider agencies.
- Workplace education program development and brokering.
- Regional Literacy Coordinating Committee meetings.
- Regional Advisory Board meetings (Mount Rogers Regional Adult Education Program, 2003).

Program planning and maintenance tasks performed by the regional program manager include coordinating a needs assessment in the community; planning collaboratively with other agencies; selecting, hiring, supervising, and evaluating staff; developing and managing a budget for the regional program; and collecting and evaluating data. In addition, the regional program manager prepares and yearly updates the three-year plan, "develops collaborative agreements between the Program and Superintendents of each participating school division," and "works with the Program Specialist and others in creating positive awareness . . . through public relations efforts" (Mount Rogers Regional Adult Education Program, 2003, n. p.).

The job description for the regional instructional specialist for the Mount Rogers

Regional Adult Education Program contains only program tasks. The data gathered by the researcher indicates that only minimal administrative tasks are performed in the office setting. The present regional instructional specialist, in the interviews conducted by the researcher, indicated that requests for supplies are delivered to the office manager for processing. Materials to be used in staff development projects are developed by the regional instructional specialist, but members of the office staff copy the materials. The comment in the box at the right is an example of the routine administrative work of the regional instructional specialist.

> "I don't order supplies. I usually make a request and pass it along." (CH, I, 187-188)

The current (2005) tasks of the regional instructional specialist contrast to the tasks of the regional instructional specialist when the Mount Rogers Regional Adult Education Program was first organized. The change resulted from guidelines issued by the director of the Office of Adult Education and Literacy, Virginia Department of Education. The former regional instructional specialist, in an interview with the researcher and quoted in the box at the right, indicated that she had an integral part in hiring teachers. In addition, the regional instructional specialist, together with the former program manager, evaluated teachers. A checklist of expectations was completed when class visits were made. This process is similar to the Teacher Observation Project conducted by the present specialist.

> "I worked with [the program manager] on the hiring. It was our choice. So often the recommendation would come from the locality. That made the task easier. The [final] decision was made by the locality." (BC, I, 267-268)

Maxine Mullins
Regional Instructional Specialist

The regional instructional specialist has responsibility for the Teacher Observation Project that was initiated in 2002. This project is "a set of tools to be used by instructional leaders – regional instructional specialists, program directors [managers], lead teachers – for . . . teacher observation and feedback for professional development" (Virginia Department of Education, 2002c). The goal is teacher improvement, rather than evaluation for tenure or dismissal. However, the techniques and processes are similar to those that might be used for a full teacher evaluation by an administrator. This project is the only administrative (or semi-administrative) task observed by the researcher. Most of the regional instructional specialist's work is performing program tasks. This is in accord with expectations from the Virginia Office of Adult Education and Literacy, as seen in the box above.

> "They [regional instructional specialists] are not supposed to be doing administrative work in the clear definition. In other words they should not be the ones that are entering data into the system as part of the regional instructional specialist's job. If they are doing that sort of thing, it should be something they are being paid extra for. They should not be directly involved in employing teachers and attending WIA [Workforce Investment Act] meetings and such. That is an administrative task." (T, I, 104-108)

Program Tasks Performed by the Regional Instructional Specialist
in the Mount Rogers Region of Virginia

The job description for the regional instructional specialist in 1993 had five responsibilities (Virginia Department of Education, 1993c): (a) staff development, (b) instructional technical assistance, (c) linkages with other agencies, (d) recruitment of students, and (e) workforce training. Through the years, guidelines have been developed and priorities modified to meet the needs of the times.

In setting the priorities for the work of the regional instructional specialist for 2001-2002, a representative group of specialists from across the state met in Richmond in January 2001 under the leadership of the Office of Adult Education and Literacy. The purpose was "to make recommendations for the job description of the instructional specialists for the 2001-2002 contract" (A. Prince, personal notes, 2001). The group brainstormed, made lists of what was being done, and grouped the lists with similar items. The meeting yielded lists of items that should be "stopped" and items that should be "continued." The items were used to set priority tasks for the 2002 contract (not in order of importance):

1. Technical assistance to teachers.
2. Staff development for teachers.
3. Collaboration and interagency linkages (A. Prince, personal notes, 2001).

The tasks listed in the job description in 1995 were fundamental to the work of the regional instructional specialist. Family literacy, workplace education, health literacy, and technology were set as priorities for the state program in 2002 (Virginia Department of Education, 2002b).

Staff Development

A major component in the work of the regional instructional specialist for adult education is staff development. The training of new instructors and continued improvement of instructional staff are vital to a quality program. Four categories were derived from the data that describe the staff development work of the regional instructional specialist in the Mount Rogers Region. They are (a) the bases for staff development, (b) the nature of staff development provided, (c)

resources for staff development, and (d) the limitations under which the regional instructional specialist provided staff development.

Bases for Staff Development

The Adult Education and Family Literacy Act provided that funds shall be used for state leadership activities to include professional development to improve the quality of instruction (Workforce Investment Act, 1998, p. 1067). Instruction incorporating phonemic awareness, fluency, and reading comprehension provided by volunteers or paid staff is to be included in professional development activities. Technology assistance, resource centers, and curriculum development are listed as topics for inclusion in state leadership activities as professional development. Professional development and staff development are used interchangeably in referring to the process of providing resources for improving the quality of adult education personnel.

The annual plan for adult education in Virginia includes a description of support services available for individuals involved in adult education services. Professional development and technical assistance at the state, regional, and local levels are listed as acceptable activities to improve quality of the program (Virginia Department of Education, 1999b). The position of regional instructional specialist provides assistance to rural programs in improving instructional capability and meeting performance standards through staff development, student recruitment, and linkages with business and industry (Virginia Department of Education, 1999b). The Request for Proposals for 2004-2005 specified that 50 percent of the regional instructional specialist's time should be spent in staff development (Virginia Department of Education, 2004).

Nature of Staff Development Provided

The regional instructional specialist, in consultation with the program manager and in compliance with directives from the Virginia Office of Adult Education and Literacy, provides leadership in planning the staff development programs for the year. The regional instructional specialist must be aware of the newest techniques in teaching adults, the newest materials available from publishers, and standards from the Virginia Department of Education.

The Mount Rogers Regional Adult Education Program conducts two regional training programs yearly, one at the beginning of the new school year and one at the end of the school year. New adult education instructors receive special training before beginning their jobs in adult education classrooms. The job description for the regional instructional specialist states: "Specialist competently coordinates required in-services for regional adult education practitioners to include pre-service training for new instructors and tutors, pre-service for all instructors and tutors, in-service training for all regional practitioners, and an evaluative staff meeting at the end of the year" (Mount Rogers Regional Adult Education Program, 2003, n. p.).

Needs of new instructors. The staff development needs of new instructors present a unique challenge for in-service. Most instructors who are new to adult education programs come with some experience in teaching in the PK-12 system; however, their experiences and training in adult education are limited. The annual plan allows for ten hours of training for new instructors, including those who have less than two years experience (Mount Rogers Regional Adult Education Program, 2003, n. p.).

The topics presented in staff development for new instructors include the characteristics

of the adult learner, test administration, learning differences of adults, and data collection. The first twelve hours in the classroom are critical hours for adult learners entering the adult education program. Appropriate procedures and tasks for enrolling and testing new adult education students are presented. Techniques for helping learners set appropriate goals and take charge of their education are helpful to the beginning teacher. These topics are included in the course, "Adults as Learners: An Orientation," available on line at the Virginia Adult Learning Resource Center (n. d.) (www.aelweb.vcu.edu/training).

Beginning of a new school term. Because most instructors are part-time employees in adult education, their time for training is restricted. Pre-service training for all instructors is held at the beginning of each school term. Most of the instructors are employed as full-time teachers in the PK-12 program, so the training sessions for adult education are scheduled on a Saturday in August or early September. The location provides a more relaxed atmosphere and is convenient to the staff. Often the sessions are held at Hungry Mother State Park or a similar location. Plans for the new school term, changes in the adult education program, new products for teaching adults, and special requirements of the Virginia Department of Education are topics that have been discussed in recent training sessions. The former regional instructional specialist gives her insight into staff development meetings in the box at the right.

> "These meetings are comprised of teaching techniques, new materials, [and] updated materials from different book publishers." (BC, I, 192-193)

Year-end staff meeting. The content of the year-end staff meeting (often called YESM) includes a wrap-up of the year's program, an evaluation of progress, and suggestions for the next year's in-service programs. Information related to summer

classes for adult students is provided. Plans are finalized for attendance at summer institutes for the adult education staff members. The dialogue with staff members related to class locations, recruitment and retention of students, and evaluation of materials used in the adult education classrooms is valuable to the regional program manager, the regional instructional specialist, and each local program manager. A former director of the Virginia Office of Adult Education and Literacy emphasizes the importance of the role of the regional instructional specialist in the area of training in the box at the right.

> "If it is training, they [the regional instructional specialists] can be the ones to either provide the training or see that people get the training." (T, I, 45-46)

Resources for Staff Development

A variety of sources of staff development are available within the state and region. The Virginia Adult Learning Resource Center, summer institutes, textbook publishers, and trained specialists are examples of resources used for staff development.

Virginia Adult Learning Resource Center. The state resource center is located at Virginia Commonwealth University in Richmond. The resource center provides technical assistance and staff development in these ways:

- A toll-free telephone number for all program managers, teachers, and tutors.
- A newsletter (Progress) (1991-2005).
- Workshops on designated topics.
- Books, kits, brochures, video and audio tapes, and other visuals available for circulation.

Professional development programs are available for a minimum of three hours of

training on designated topics with clearly stated objectives. A program manager or regional instructional specialist must discuss the proposed training with a training specialist from the resource center and must have an approved trainer and a minimum of ten participants for the training to be sponsored by the resource center (Virginia Adult Learning Resource Center, 2005, http://www.valrc.org). Specialists from the resource center are available for the following topics:

- GED and distance learning. Instructional and testing components of the GED, including holistic scoring of the essay; assessment training for the TABE; and distance learning and online instruction for learners.
- Program development. Accountability and National Reporting System training, family literacy, new teacher training, and program improvement planning.
- Online training. Lesson planning, curriculum design, new teacher training and learning disabilities.
- ESOL (English for speakers of other languages). Assessment and accountability, including test administration of BEST and CASAS and health literacy.
- Instructional training. GED as Project, Workplace Essential Skills, Virginia Reading Project, and Teacher Observation Project.
- Literacy Support Center. Volunteers and tutor training, literacy and database training, program development with fund development, and board development. A wide variety of topics are linked to the web page for the Virginia Adult Learning Resource Center (2005) (http://www.valrc.org) .

Each resource center specialist can conduct training for a group of instructors and volunteers within a region or training with online classes, if contacted by the regional instructional specialist or program manager. They participate in the summer institutes if there is interest in their specialty and need for the training.

Summer institutes. Specialized training in the form of summer institutes for adult education practitioners in Virginia is held during July or August of each year. Each institute is designed to meet specific needs in adult education programs. During the summer of 2004, three institutes in various locations in Virginia included the topics: GED as Project, an inquiry based institute held at Christopher Newport College; a reading institute held at Radford University; and an English Literacy Institute for teachers of English as a second language, held at Marymount College (Virginia Adult Learning Resource Center, n. d., www.aelweb.vcu.edu/training). Other than a $25.00 registration fee for each participant, the Virginia Office of Adult Education and Literacy paid for the costs of these institutes. Two to three days of intensive training, with lodging and meals, were provided with the purpose of increasing the quality of instruction given by adult education practitioners and thereby improving the quality of services received by the adult education student.

Three institutes were held in the summer of 2005. The Virginia Institute for Lifelong Learning (VAILL) for 2005 was held in Radford. Topics included numeracy, WorkKeys, "Bridges to Practice," and National Reporting System updates. Workshops were presented that could appeal to program administrators, teachers, aides, volunteers, and other staff members. Two institutes on English for speakers of other languages (ESOL) were conducted in July 2005

to meet training needs of providers of this program.

At James Madison University, practitioners with intermediate-level experience in teaching ESOL classes participated in workshops on planning for a multi-level classroom, learner characteristics, assessing individual progress, and ESOL in the workplace. The College of William and Mary was the setting for the second ESOL training program which targeted practitioners with less than two years experience. Topics appropriate for program managers included content standards and assessment. Practitioners new to adult ESOL could learn about instructional planning, teaching the four language skills, and lesson plans (Stamper, 2005).

Textbook publishers. Representatives of publishers of textbooks for adult education and literacy visit various locations across the state to make adult education practitioners aware of up-to-date publications. They set up displays at the summer institutes, at state meetings of the Virginia Association for Adult and Continuing Education, at state conferences for regional instructional specialists and program managers, and at pre-service programs at the regional level. If new materials have been purchased in a region, representatives attend in-service meetings to demonstrate their materials.

A partial list of textbook publishers for adult education includes Steck-Vaughn, Contemporary, and New Readers Press. Textbooks and computer programs were shown at the Virginia Institute for Lifelong Learning in Radford and at other state meetings. There is no selection committee for the state, so each school division (or regional program) has responsibility for ordering from the available listings. The researcher found that publishing companies are very generous with sample books and will come to localities to demonstrate their

products (often after a locality has purchased their selection).

Many new materials were developed and demonstrated in 2000-2002, as the new General Educational Development (GED) tests were being made available for use. Textbook publishers demonstrated online practice GED tests, Race to GED, GED Fast Track, GED Connection, and Workplace Essential Skills. New forms of the Test of Adult Basic Education (TABE) were added to the materials lists and special instructions for administration had to be demonstrated. Before the new versions of TABE can be administered by an instructor, he or she must be trained and certified by attending a workshop (Allen, 2003).

Trained specialists. In addition to those specialists listed as available through the Virginia Resource Center, specific personnel have received a "train the trainer" type of instruction and are available to present programs on timely topics. GED as Project trainers are available to meet with teachers in a regional training session. Instruction is given in the use of inquiry-based instruction in all five areas of the GED tests (reading and writing, social studies, literature, science, and mathematics). Trainers are available to give instruction in the Teacher Observation Project, a major project of the Virginia Office of Adult Education and Literacy that was initiated in 2003. This project is discussed more fully in the Instructional Technical Assistance portion of this report.

Limitations on Staff Development

Data were collected from interviews with teachers, the regional instructional specialist, and the program manager. These data indicate limitations on the staff development program at various levels and times. Budget and time constraints limit attendance at various functions

related to staff development.

Summer institutes are planned at the state level in relation to available space and personnel. Teachers are expected to attend, but often their specific training needs are superseded by personal and family needs and plans. Part of the contract for teachers in the Mount Rogers Regional Adult Education Program specifies attendance at the summer institutes, but the budget does not allow for payment for hours of attendance at these institutes. Attendance at these institutes becomes a matter of expectations or "talking them into it," as indicated in the box at the right.

> "I think that we run into problems trying to offer things to people, under limitations of their budget, trying to pay them, or as I said talking them into it because it's a good idea." (T, I, 189-191)

However, money is budgeted for attendance at regional and local in-service meetings, with limitations placed on the total number of hours of yearly training. A total of ten hours for pre-service training and year-end-staff-meetings are included in the budget, but travel reimbursements are limited to those who travel more than 50 miles, round trip.

Professional development programs provided by the Mount Rogers Regional Adult Education Program have limitations. Part-time employment is a barrier, as discussed by a former director of Virginia's Department of Adult Education and Literacy in the box below. The instructors that are employed as teachers in the adult education program often work as teachers for their local school system. Obligations with their primary employer may complicate plans for in-service programs in adult education. Efforts are made by the

> "What's the biggest barrier? I go back to the fact that it's a part-time system. It will be harder for us, getting access to people." (T, I, 304-305)

regional office to overcome barriers by planning activities in a timely fashion, at a central location, with snacks or meals.

Evening training, with supper provided, is one method of overcoming this barrier. Saturday training in a central location with a more relaxed atmosphere encourages attendance. Summer retreats, such as one held in July 2003 for instructors and board members of the Mount Rogers Region to review and discuss new program aspects for 2003-2004, is another method of overcoming barriers of part-time employment when staff development is planned (CH, D-1, 5-6).

Instructional Technical Assistance

Another function of the job of the regional instructional specialist is "to provide instructional technical assistance for Adult Literacy and Basic Education instructors in the region" (Davis, 1997b, n. p.). The Request for Proposal distributed by the Virginia Department of Education for the 2004-05 school term stated that 30 percent of the regional instructional specialist's time should be spent providing technical assistance to staff members (Virginia Department of Education, 2004). Practitioners who could benefit from instructional technical assistance include volunteer tutors, basic skills instructors, and GED instructors. The regional instructional specialists gave technical assistance in the manner described by Dr. Yvonne Thayer, former director of the Virginia Office of Adult Education and Literacy, as described in the box above.

> "They should be visiting classrooms. They should be working on materials with teachers, making sure of the best curriculum, the best materials. They should be making recommendations about how to implement things, such as GED Connection." (T, I, 108-111)

A program recently initiated by the Office of Adult Education and Literacy is the Teacher

Observation Project (Cargill, 2004). Under the direction of the Virginia Adult Learning Resource Center, a group of experienced Virginia adult educators met and considered the question, "What is good teaching in adult education?" Indicators of quality adult education were developed related to curriculum, instruction, and management.

The regional instructional specialist for the Mount Rogers Region participated in the pilot project in 2002 and utilized this project in providing a portion of technical assistance to the teachers of the Mount Rogers Region during the 2003-2004 school year. All instructors were visited during the year, and half the teachers were involved in the teacher observation project every other year. She made special visits to their classrooms with observations, notes, and conferences to set up objectives for improvement, if needed (C. Hicks, personal communication, April 25, 2005). The regional instructional specialist explained the purpose of observation in the box at the right.

> "Teacher observation is not to determine the effectiveness of the teacher, but to improve the effectiveness of the teacher." (CH, I, 160-162)

Linkages with Other Agencies

The regional instructional specialist maintains linkages with several referral agencies within the Mount Rogers Region and surrounding areas. Rehabilitation services, Career Connect and One-Stop locations with the Virginia Employment Commission, departments of social services, local churches, and community agencies are examples of linkages maintained in the Mount Rogers Region. The Regional Literacy Coordinating Committee is a valuable facilitator of collaboration among the agencies. Periodic meetings, usually every two months, but more often if there is a need, are held to inform the member agencies of sources of assistance for

clients and to address the need for bilateral referrals.

The Virginia Department of Rehabilitation works closely with the departments of social services in the localities to provide assistance to adult education students. One important program provided in this venue is "Bridges to Practice," which gives attention to the needs of students with learning disabilities. Through efforts of the National Institute for Literacy, a research-based tool-kit was designed to provide information on screening tools, professional development, and legal issues for adults with learning disabilities. Training has been provided for adult education programmers, social services personnel, and rehabilitation practitioners in selected areas of the state. Best instructional practices and accommodations for education and employment for the learning disabled adult are included in the training (National Institute for Literacy, 2005b, http://www.nifl.gov/nifl/ld/bridges/about/project.html).

Family literacy is another area where collaboration is vital. The Even Start and Head Start programs emphasize parent participation in the activities of children. A major component of family literacy programs requires that classes be provided for the adults as well as the children and that time be provided for parent-child interaction (National Institute for Literacy, 2000). Additional information on family literacy is presented later in the paper as a separate topic.

"Once, through recruitment, you get the word out about free adult education classes. They are there for the taking. People really started getting on the bandwagon, calling up and finding out where the closest class to where they lived was, and the time, and so forth. But through the local people, we were able to almost immediately establish classes." (BC, I, 159-162)

Recruitment

One of the support services supplied by regional instructional specialists in the beginning phases of the position

was recruitment. The specialist was to "support local program managers in their marketing/recruiting efforts to attract adult learners" (Davis, 1997b, n. p.). The former regional instructional specialist experienced success in recruiting students for classes, as shown by her quote in the box above.

The function of the regional instructional specialist has changed in recent years to emphasize instruction and technical assistance tasks. Recruitment activities have been transferred to the program manager's job because recruitment is considered administrative in nature. However, the regional instructional specialist must always be aware of the total program for adults if called upon for information about class offerings.

Five sources of potential candidates for adult education are listed in the specialist's starter kit (Davis, 1997a):

1. Target populations including GED candidates, speakers of English as a second language, beginning readers, and other populations.
2. Referral agencies, such as the department of social services, community colleges, Head Start, and public school guidance departments.
3. Target population concentrations, such as churches and business and industry.
4. The general population with information delivered through media blitzes, billboards, and flyers.
5. Host organizations, such as the school system, with each staff member having information concerning local offerings.

Recruitment strategies from the Mount Rogers Regional Adult Education Program have

included promotional items for participants in adult education classes:

- Rulers with the telephone number of the regional office were distributed.
- Drinking cups with the adult education logo and phone number were paid for by a local business.
- Letter openers with a magnifying glass on one end included the regional office address and phone number.

Managers of local radio and television stations agreed to broadcast public service announcements. Schools distributed flyers, pharmacies included the address and phone number of the regional adult education office on the bags for medicine given to their patrons, and doctors provided space in waiting rooms for small cards and brochures that advertised the adult education program. Adult education students, however, were the best recruiters, as they invited friends and family members to attend with them.

Workplace Training

The terminology related to training in the workplace has changed as it relates to the work of the regional instructional specialist. In 1997, the Specialist Starter Kit gave the job function as workplace brokering, rather than workplace training. The regional instructional specialist was to "broker workplace literacy programs by introducing businesses to employee education services and matching businesses with the appropriate local adult education and literacy provider" (Davis, 1997b, n. p.). More recently, the

> “Right now it [workforce training] is being determined by the VEC. They are calling us and saying, 'We have some people who want to be in a classroom.' That's why we are working with VEC to start one in Wytheville in January. [2004]. They are telling us where classes are needed for them." (SS, I, 127-129)

Workforce Improvement Act of 1998 gave the definition for workplace literacy services as "literacy services that are offered for the purpose of improving the productivity of the workforce through the improvement of literacy skills" (Workforce Investment Act, 1998, p. 145). The Virginia Office of Adult Education and Literacy set workforce training as a program priority (Virginia Department of Education, 2002a).

The importance of literacy training in the workplace and in preparation for securing a job is evident when one reviews the programs that adult education offers. Through collaboration with the Workforce Investment Boards and the Virginia Employment Commission (VEC) (2005), adult education programs are partners in the One-Stop services across Virginia, as indicated by the regional program manager in the box above. The Mount Rogers Regional Adult Education Program offers classes at four sites of the Virginia Employment Commission.

Another major program associated with the Virginia Office of Adult Education and Literacy is the Workforce Improvement Network (WIN) located at James Madison University in Harrisonburg and funded largely by the Virginia Office of Adult Education and Literacy. The mission of the Workforce Improvement Network is "to encourage and support the development and expansion of foundational basic skills instruction for Virginia's workforce (Workforce Improvement Network, 2003, p. 1). Begun in 1996 and joined in 1998 by the Virginia Literacy Foundation in Richmond, the Network facilitates professional development and interaction among providers to meet adult education needs of employees, employers, and unions in the workplace.

More recently, the Virginia Literacy Institute was formed when the Virginia Literacy

Foundation joined with the School of Education and the Center for Public Policy at Virginia Commonwealth University (Workforce Improvement Network, 2003). Workforce Improvement Network activities previously conducted through the Virginia Literacy Foundation are now channeled through the Virginia Literacy Institute. The Workforce Improvement Network strives to achieve its mission by:

- Brokering. A network of certified program developers and instructors for program design, development, implementation, and evaluation for providers and employers broker services.
- Training and technical assistance. Managers, instructors, and program developers are provided assistance in basic skills instruction.
- Marketing: Business and industry are kept abreast of the need to provide foundational basic skills and the programs that are available.
- Research and development. Awareness of current and best foundational basic skills practices is increased.
- Customized curriculum. Workplace services appropriate to each employer and employee needs are developed.
- Linkages. Connections to local and statewide workforce development initiatives are developed (Workforce Improvement Network, 2003).

Program managers, regional instructional specialists, teachers, and others who are involved in workplace training are invited to become Workforce Improvement Network (WIN)

program developers, first as affiliates, followed with specialized training for certification (Workforce Improvement Network, 2003). The Workforce Improvement Network, through these program developers, provides assistance to employers to improve the educational status of their employees at workplace sites. The regional instructional specialist and the regional program manager for the Mount Rogers Regional Adult Education Program are affiliated program developers.

Family Literacy

Family literacy became a priority of the Virginia Board of Education in June 2001 (DeMary, 2003) and was listed as a program priority of the Virginia Office of Adult Education and Literacy in the Request for Proposals for adult education during the 2004-05 school term (Virginia Department of Education, 2004). Under the Adult Education and Family Literacy Act of 1998, family literacy programs are intergenerational and must include:

- Training in parenting activities.
- Interactive literacy activities between parent and child.
- Literacy training that leads to economic independence.
- Education that is age-appropriate, to help prepare children for success in school and life (National Institute for Literacy, 2000).

Family literacy programs are founded on the premise that parents (especially mothers) are the child's first teachers (National Center for Family Literacy, 2005,

http://www.famlit.org/FAQ/About/ncfl.cfm). A child's literacy level is strongly linked to that of the parent, and as the educational level of the parent increases, so does the chances that a child will have success in school. The need is great, as 43 percent of people with the lowest literacy skills live in poverty, 70 percent have no job or only part-time employment, and 17 percent receive food stamps (National Institute for Literacy, 2000). Even Start and Head Start are the major family literacy programs in Virginia.

The Even Start Family Literacy Program addresses the basic educational needs of parents and children up to age eight from low-income families. First authorized in 1989 as Part B of Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965 (ESEA), the Even Start Family Literacy Program is now (2005) authorized as part of the No Child Left Behind Act of 2001 (Pub. L. No. 107-110 as amended). Amounts up to $225,000 for each Virginia project were awarded as competitive grants for the 2003-2004 school year (DeMary, 2003). The Even Start Family Literacy Program served about 2,500 families in 1989 and grew to 31,000 families in 1999.

Head Start programs began in the summer of 1965 as part of the Economic Opportunity Act of 1965. Designed to break the cycle of poverty by providing preschool programs for low-income families, Head Start provides services for health, nutritional, social, and psychological needs. The program is now within the Administration for Children & Families in the Department of Health and Human Services. A well-established, though still an innovative program, Head Start has had a strong impact on communities and early childhood programs across the country

(Administration for Children & Families, http://www.acf.hhs.gov/programs/hsb/about/history.htm). The program has grown from serving 561,000 children with a budget of $96,400,000 in the summer program of 1965 to serving 905,851 children and a budget of $6,153,287,000 in 2005. Virginia's Head Start programs enrolled 13,768 children and had a budget of $98,142,388 in fiscal year 2004 (Administration for Children & Families, 2005, http://www.acf.hhs.gov/programs/hsb/research/2005.htm). In the Mount Rogers Region, Head Start programs are administered by People, Inc.

Health Literacy

Health literacy services are incorporated into adult education programs to ensure that adult learners can successfully negotiate the health delivery system in the United States. Health literacy is emphasized at all three levels of delivery: national, state, and regional programs. The national program consists of publications and projects by various literacy and medical groups that indicate a need for health literacy. Currently, the Virginia Office of Adult Education and Literacy is emphasizing health literacy in English as a second language programs (www.valrc.org). Regional and local adult education programs work in collaboration with various health care providers.

Health Literacy – National Level

The National Adult Literacy Survey (NALS) of 1992 found that 48% of the adults surveyed were functioning at Level 1 or Level 2, either functionally illiterate or marginally illiterate (National Education Goals Panel, 1994a, p. 144). The greatest number of low-literate

adults are native-born whites (Center for Health Care Strategies, Inc., 1998), but many immigrants have literacy problems that are related to health care.

The National Adult Literacy Survey did not include health literacy. However, the American Medical Association's Ad Hoc Committee on Health Literacy (1999) reported that an individual's health literacy might have more of an impact on well being than general literacy. The ability to read prescription directions and the ability to understand a standard consent form were cited as examples of needs of illiterate individuals related to health issues. Immigrants who had low literacy skills in their homeland and those who speak English as a second language have added difficulties in the health field.

The Center for Health Care Strategies, Inc. (1998) prepared six fact sheets in collaboration with the National Academy on an Aging Society that give information related to health literacy. Some examples follow:

- Health literacy is defined as "the ability to read, understand, and act on health care information" (n. p.).
- Poor health literacy affects Americans of all walks of life. The elderly, the poor, those who have English as a second language, and non-whites may have trouble reading health-related materials.

- Understanding basic medical instructions is a problem for patients with poor reading skills. Only about 50% of all patients take medicine as directed, and 74% did not know if they were eligible for free care.

- Simple, attractive materials such as pictures, diagrams, and videotapes help patients absorb new information and are preferred by people at all literacy levels.

- Annual health care costs increase for those with low health literacy skills, as they have more hospital visits and stay longer in the hospital.

Literacy problems are serious enough to affect the lives of millions of adults in America. Materials that are prepared by health providers to describe health problems, to suggest proper care of the sick, or to give instructions for proper health care are written on a higher reading level than the functional reading level of many of the patients or care givers. The problem of matching the literacy level of patients and the readability level of health materials is addressed in various ways. Many sources on the Internet address the problem of low health literacy and make suggestions for patients and health care providers. Some of these follow:

- Bilingual Brochures from the U.S. Food and Drug Administration: Brochures in Spanish and English on a variety of topics, such as eating for a healthy heart, coping with bladder problems, and feeding babies, can be viewed in HTML or PDF format (http://www.fda.gov/).

- Dental ResourceNet: This source has information in English, Spanish, French, and

Chinese on the care of teeth, flossing, periodontal disease, sensitive teeth, tooth decay, and more (http://www.dentalcare.com/).

- Family Doctor: FamilyDoctor.org lists family health information in a user-friendly format (http://www.familydoctor.org/).

Health Literacy – State and Local Levels

The Virginia Office of Adult Education and Literacy is aware of health problems of adults with low literacy levels and lists health literacy as one of four program priorities. Health literacy is stressed in English-as-a-second-language classes, but each adult educator should have received adequate information in staff development sessions. The Virginia Adult Education Health Literacy Toolkit has been prepared to help adult education instructors and administrators better understand the problem of health literacy as it affects learners (Singleton, 2003). The toolkit includes web and print resources, links to health curricula created by and for adult literacy programs and English for speakers of other languages, appropriate teaching materials, and information on accessing affordable health care in Virginia. A video presents various scenarios of individuals affected by low health literacy skills, indicating that one cannot tell by looking at people that their health will be affected by low literacy.

In the Mount Rogers Region, access to health care for the indigent is available through the Crossroads Medical Mission (2005) (www.crossroadsmedicalmission.org). This mobile medical clinic for the underserved in southwest Virginia and northeast Tennessee is based in Bristol, VA. A non-profit Christian mission of the United Methodist Church, the mobile clinic

visits localities to provide screenings for common medical problems. If needed, referrals are made to other providers such as community health departments, but most services are provided on site. Patient education and community health education are available. Adult education teachers, regional instructional specialists, program planners, and students volunteer when special events are held.

Technology

Technology education is a program priority of the Virginia Office of Adult Education and Literacy (Virginia Department of Education, 2002b). A technology plan for adult education has been developed through a contract with Longwood University. The Institute for Teaching through Technology and Innovative Practice serves adult education practitioners and is listed as a partner to the Virginia Adult Learning Resource Center at Virginia Commonwealth University. Technology is a valuable tool for administrators, teachers, and students.

Technology for Administrators

Administrators of the various adult education programs across the state utilize technology in various ways. Data entry, communication to and from the Office of Adult Education and Literacy, and electronic transfer of reports are some of the ways that administrators use technology. Each program, either regionally or locally, collects data as an adult enters the program. Demographic data include date of birth, gender, last grade completed, an identification number, and entry test data. These entry data, together with number of hours of attendance and any post-test data are transferred from the locality to the Virginia Office of Adult Education and

Literacy on a monthly basis. The database uses a webpage, with each locality accessing its information by a code assigned by the state office (S. Seymore, personal communication, February 7, 2005).

Important information concerning upcoming events or regulations that need attention is sent by e-mail from the state office to local administrators. Local administrators, in turn, respond as needed. The regional instructional specialists have a listserve, the Virginia Adult Education & Literacy Network (VAELN), which is available for sharing information, for discussion about best practices in the classroom and program administration, and for announcing and delivering regional, state, and national workshops. Technology is one way of giving instructional technical assistance to teachers and providing a link between the Virginia Office of Adult Education and Literacy and local programs.

Technology for Teachers and Students

Technology is valuable to adult education teachers for professional development or for use with the adult education student. Computers, videos, and more advanced technology such as "smart boards" enhance the quality of instruction and professional development. New instructors, as well as more experienced practitioners, may enroll on-line to participate in classes offered at the Virginia Adult Learning Resource Center. On-line offerings include:

- Adults as Learners: An Orientation
- ESOL Basics (English for Speakers of Other Languages)

- Using Technology to Enhance GED Instruction

- TABE (Test of Adult Basic Education) On-line Certification

Adult education practitioners may register as participants in the Virginia Adult Education and Literacy Network (VAELN), a listserve maintained by the resource center. Information is posted on upcoming events, legislative actions, and resources for instruction. The webpages maintained by the Virginia Adult Learning Resource Center are linked to many resources that the adult education teacher can use for professional development, for sources of instruction for their students, and for sharing ideas with other practitioners.

The use of technology in the adult education classroom varies from teacher to teacher and from locality to locality. A list of programs available for instruction follows (C. Hicks, personal communication, April 25, 2005):

- Workplace Essential Skills (WES) consists of a package of workbooks, videotapes, and an on-line web-based instructional program. The Virginia Department of Social Services collaborates with the Virginia Department of Education to administer the site license. The Public Broadcasting Service and Kentucky Educational Television developed this program for use with adult learners seeking employment or improvement of job skills. Instruction is geared to the pre-GED adult learner.

- GED Connection is an extension of the Workplace Essential Skills program. The Virginia Department of Education funds the site license in collaboration with the Virginia Department of Correctional Education.

- GED Interactive, published by Steck-Vaughn, allows the teacher and student to review materials, take practice tests, and analyze strengths and weaknesses.

- Work Keys, a program for potential employees, assesses achievement from grade three and up. Employers may send potential employees to GED sites for assessment and instruction.

- Resume writer, a variety of programs across the state, gives the adult education student access to information for potential employment.

- Internet access is often used for research on specific topics under study in the adult education classroom.

Technology is one source of information for the adult educator, both as a learner and as an instructor. However, not all classrooms have access to these technologies. Lack of funds hinders purchase of computers, appropriate software programs, and training for many classrooms. Classes held in public schools or libraries might have access to some technology, depending upon the location. The ideal situation is for an adult classroom to have its own computers, video equipment, storage facilities, and access to the Internet to use these programs. All adult education classes in the Mount Rogers Regional Adult Education Program have

computers for use with their adult students (S. Seymore, personal communication, February 7, 2005).

Summary

In this chapter, the researcher looked closely at the data and found that the tasks performed by the regional instructional specialist in the Mount Rogers Region follow the guidelines set forth by the Virginia Office of Adult Education and Literacy. The job description for the regional instructional specialist specifies that 50% of the time should be involved in staff development, 30% in instructional technical assistance, and the remainder in linkages with other agencies, workplace literacy, and recruitment. The percentages are suggested as a guide and no tally of time listed on the log kept by the regional instructional specialist is conducted.

Staff development activities are held at least twice a year and at other times as needed. Topics are relevant to the needs of the adult education practitioners. Sources for staff development are from the Virginia Adult Learning Resource Center and textbook publishers. Instructional technical assistance mostly involves technology applications and the teacher observation project. Recruitment activities involve the entire staff.

While five designated tasks guide the work of the regional instructional specialist, program priorities were evident. Training for family literacy practitioners and for improving the use of technology was emphasized in the Mount Rogers Region. Health literacy training was provided on request. The specific outcomes of the regional instructional specialist's work are in Chapter 6.

CHAPTER 6

THE OUTCOMES OF THE WORK OF THE REGIONAL INSTRUCTIONAL SPECIALIST

Outcomes of the work of the regional instructional specialist must be measured as part of the work of the total adult education team. Gains or losses in any category can be attributed to the adult education team of which the regional instructional specialist is a member. Data from interviews, documents, and observations indicate performance in a variety of categories. Both process outcomes and end-product outcomes are included for the Mount Rogers Regional Adult Education Program.

Process outcomes are the work of staff development and technical assistance provided to adult education practitioners, the number and locations of classes offered, and the linkages with agencies in the regional program. End-product outcomes are the results related to core standards and include the number of adult students served and their educational gains, the number of adults receiving credentials, the number continuing in college, and the number who successfully retain employment or gain employment. Data for end-product outcomes are collected through the Virginia Department of Education, in collaboration with the Virginia Employment Commission and Virginia Tech.

Data for the outcomes were collected from reports submitted by the regional instructional specialist, the regional program manager for the Mount Rogers Regional Adult Education Program, and the Virginia Office of Adult Education and Literacy. Documents that were reviewed include reports made at the regional and state offices and logs of activities.

Reports

Four types of reports for the Mount Rogers Regional Adult Education Program were reviewed:

1. A summary of class site locations in the region. Reports are submitted by both the program manager and the regional instructional specialist.
2. A summary of services for the regional program manager and the regional instructional specialist.
3. Site visit and teacher staff development summary for the regional instructional specialist.
4. National Reporting System data reports.

Summary of Site Locations

The summary of class site locations is submitted twice yearly to the Virginia Office of Adult Education and Literacy. The regional program manager's report lists the sites by locality and includes:

- The total number of classes and the total number of new students.
- The average number of students.
- The number of veteran instructors.
- The number of new instructors at each site.

The report submitted to the Virginia Office of Adult Education and Literacy by the regional instructional specialist, with a copy for the program manager, is similar and includes:

- The name of localities served.
- The total number of sites by locality.

- The number of sites visited.
- The total number of instructors.
- The total number of instructors visited (unduplicated count).
- The total number of new instructors participating in group staff development (unduplicated count).
- The total number of veteran instructors participating in group staff development (unduplicated count) (see Appendix F6).

A review of the reports shows differences in the types of data gathered. The program manager's report shows the number of registered adults and the number of teachers, reflecting the strength of the program, the need for additional classes, or the need to drop classes or change locations. Those data indicate end-product outcomes. The regional instructional specialist's report shows process outcomes and reflects site visits by the specialist and staff development activities and participants.

Site Locations: Outcomes

A review of the schedule of adult education classes in the Mount Rogers Regional Adult Education Program for 2003-2004 shows these localities and classes:

Location	Number of sites	Classes	
		N	Type
Bland County	1	2	ABE and GED (2)
City of Bristol	4	4	ABE and GED (1) Corrections (2) One-Stop (1)

City of Galax	2	3	ABE and GED (1) One-Stop (1) ESOL (1)
Grayson County	5	6	ABE and GED (5) ESOL (1)
Smyth County	7	10	ABE and GED (4) Corrections (1) One-Stop (1) ESOL (4)
Washington County	10	18	ABE and GED (10) Corrections (4) ESOL (3) Family Literacy (1)
Wythe County	7	7	ABE and GED (5) One-Stop (2)
Total	36	50	ABE and GED (28) Corrections (7) One-Stop (5) ESOL (9) Family Literacy (1)

Note. From Mount Rogers Regional Adult Education Program Class Schedule, 2003-2004, Mount Rogers Regional Adult Education Program, Abingdon.

This chart shows that for the year 2003-2004, each of the counties and cities of the Mount Rogers Regional Adult Education Program had at least one site. Washington County had ten sites, with 18 classes. Nine classes for students needing English as a second language (ESOL) were held in the region. A "close partnership with regional Workforce One-Stop Centers" is maintained, with classes and testing "offered at all regional [VEC] sites" (C. Hicks, personal communication, 2004). In addition, the regional instructional specialist trained Head Start teachers to administer TABE tests for the family literacy programs.

Summary of Services

A summary of services report is submitted to the Virginia Office of Adult Education and

Literacy twice yearly by regional program managers and regional instructional specialists. Priority areas that are targeted by the Office of Adult Education and Literacy (Virginia Department of Education, 2002a) were listed in 2002 as:

- Family literacy.
- GED instruction, including GED as Project, GED Connection, and GED 21st Century.
- English literacy/civics.
- Learning disabilities.
- Workplace Essential Skills.
- National Reporting System.
- Infusion of technology into instruction.

Significant outcomes and strategies for improvement are reported by regional program managers in the following areas:

- Program marketing and recruitment. Across the state, the greatest recruitment strategy in this area is the Race to GED, with outcomes of increased enrollment and GED testing.
- Planning of operations and site visits. The regional program manager for the Mount Rogers Regional Adult Education Program reported that she meets regularly with the Mount Rogers Advisory Board to update the board on location of classes and to identify needed sites for classes.
- Data collection and program evaluation. This task is on-going as data are entered into the data base nearly every day. The regional program manager is able to review enrollments, attendance, and educational gains as needed. If enrollment at any location decreases or

increases or if attendance decreases or increases, either she or the regional instructional specialist can contact the instructor for that location to determine if adjustments need to be made. Additional data are presented in the regional instructional specialist's summary.

- Personnel management. All instructors are expected to attend in-service training and to be certified by the Virginia Department of Education. Ninety-five percent of the instructors received training. Additional information is in the regional instructional specialist's report.
- Collaboration and interagency linkages. The Regional Literacy Coordinating Committee is a strength in the Mount Rogers Region. The Mount Rogers Regional Adult Education Program and the New River Valley Adult Education Program comprise Region 2 for interagency meetings. No data for the number of referrals or meetings were collected by the regional office, but examples of projects are included in the regional instructional specialist's report.

The report (Summary of Specialist Services) submitted by regional instructional specialists includes the same priorities listed above. However, in reports submitted in 2004, the teacher observation project was added. The reports include space for significant outcomes and strategies for improvement in the following areas:

- Staff development for instructors, including the teacher observation project, at least 50 percent of the specialist's time.
- Technical assistance to instructors, at least 30 percent of the specialist's time.
- Collaboration and interagency linkages, up to 10 percent of the specialist's time.

Summary of Services: Staff Development

The Mount Rogers Regional Adult Education Program offered eleven different group training opportunities during the 2003-2004 term. Individual training updates were offered as needed. These professional development opportunities included:

- Test of Adult Basic Education (TABE) certification for instructors in the region.
- Aztec Computer System training.
- Basic English Skills Test (BEST) Plus certification
- ESOL basics (English as a second language).
- Program improvement and National Reporting System.
- Teacher observation.
- New teacher orientation.
- Field-testing of GED as Project: Science and Social Studies (CH, D-1, 15).

The regional instructional specialist received 167 hours of training for her professional development. As part of the teacher observation project through the Virginia Adult Learning Resource Center, it was the goal of the program to make formal observations of ten instructors. She conducted seven intensive teacher observations. The regional instructional specialist reported that time and resources were not available to reach the goal of ten.

Summary of Services: Technical Assistance

"Instructors often call on the specialist for a variety of technical assistance," reported the regional instructional specialist for the Mount Rogers Regional Adult Education Program (C. Hicks, personal communication, 2004). The Virginia Office of Adult Education and Literacy

emphasizes the infusion of technology into the adult education classroom, and computer programs are a vital part of this technology. Reloading programs, setting up a particular learning system such as Aztec, or providing a starter kit of materials (with instructions) for the English as a second language classes are examples of technical assistance.

Information was transmitted by e-mail (a log of these services was examined), by phone, or by specific training for instructors. The lead teacher in each locality provided some of the technical assistance, especially assistance with the forms required by the National Reporting System (C. Hicks, personal communication, April 25, 2005).

Summary of Services: Collaboration and Interagency Linkages

The regional instructional specialist for the Mount Rogers Regional Adult Education Program participated in activities related to "Race to GED." She was in attendance at the kick-off at the Bristol Motor Speedway and continues to supply information to teachers and other adults with whom she comes in contact (C. Hicks, personal communication, 2004). This promotional activity supplies race tickets to those who pass the GED test in the region. A letter of congratulations is sent with the tickets. The "Race to GED" is part of Governor Warner's initiative to increase the number of adults passing the GED and thereby increasing the quality of Virginia's workforce (Stamper, 2004)

The regional instructional specialist maintains communication with the Workforce Investment Act's One-Stop centers. Data collected from the reports of the regional instructional specialist indicated that monthly visits were made by her during the 2003-2004 school term. One-Stop centers include those in Bristol, Galax, Marion, and Wytheville.

The report indicated that communication was maintained with the departments of social services, community-based organizations, and faith-based organizations to maintain cross referrals. The specialist is aware of services offered by these organizations and encourages referrals by teachers.

The regional instructional specialist conducted training for employees of People, Inc., which operates Head Start programs in the Mount Rogers Region. The teachers of this family-oriented program were thus able to administer the Test of Adult Basic Education for the adult members of family groups that attend classes and to forward attendance and educational data to the regional office.

The regional instructional specialist holds membership on the board of the local literacy group for Washington County [Highlands Educational Literacy Program (HELP)] and the Needs Assessment Board (NAB) of Washington County. These activities give the regional instructional specialist opportunities to communicate with managers in other programs and link with other providers of adult services.

Site Visit and Teacher Staff Development Summary

This report is submitted only by regional instructional specialists and is submitted to the Virginia Office of Adult Education and Literacy twice a year. Information for this report is gleaned from a log kept by the regional instructional specialist. The summary report includes:

- Locality. Each county or city in the program.
- Site. Each site within the locality.
- Instructor's name, and whether new or veteran.

- Date of site visit to include any "date the regional instructional specialist visited an instructor at the instructor's work site for purposes of observation and evaluation of the instructor and instruction" (CH, D5, p. 1)
- Date of training. "Any date an instructor attends a group staff development event sponsored, arranged or promoted by the regional instructional specialist for instructors in the region" (CH, D5, p. 1).
- Number of hours of training.

Site Visit and Staff Development Summary: Outcomes

The regional instructional specialist submits a summary of class site visits and staff development activities. The report submitted for the 2003-2004 term indicated that 38 instructors were on the staff of the Mount Rogers Regional Education Program. Fourteen of these instructors were new, and the regional instructional specialist visited 13 (93%) new instructors in their classes. The regional instructional specialist visited 21 of the 24 veteran instructors (88%) at the site of their classes (36 class locations). The regional instructional specialist made approximately 120 class visits. The Workforce One-Stop Centers in Bristol, Galax, Smyth County, and Wythe County were visited monthly. Classes located at the Bristol City Jail, Smyth County Jail, and Washington County Jail (for males) were not visited during this report period.

Thirty-six instructors participated in a total of 686 hours of staff development. The report indicated that 13 new instructors and 23 veteran instructors (95% of the total) participated in the staff development activities arranged by the regional instructional specialist.

National Reporting System Data Reports

Data for adult education programs in Virginia are collected using a web-based program, administered from the Virginia Office of Adult Education and Literacy. Data are transferred electronically, using the National Reporting System for Adult Education (NRS), an outcome-based reporting system. Upon enrollment, adult students set goals for achievement to be measured periodically during enrollment and upon exit from the program. Educational gain is a default goal for everyone entering the program. Table 7 contains enrollment information for the Mount Rogers Regional Adult Education Program, as gathered from NRS Table 4.

The Test of Adult Basic Education (TABE) is administered as a pretest during the first twelve hours of enrollment. The first four categories in Table 7 are enrollments for Adult Basic Education, from grade levels first through eighth, as measured by the TABE. Adult Secondary Education (ASE Low) instruction begins for adults at the ninth grade level of performance on the TABE. The second level of Adult Secondary Education (ASE High) student placement is designated for adults who perform at the grade level of 11.0 or above (Virginia Department of Education, 2000).

Three options for adult student credentials are offered for individuals who function at the Adult Secondary Education level:

1. The Adult Diploma Program allows adults to earn high school credits as offered by local school boards. The local school divisions report data for this program.
2. The External Diploma Program consists of portfolio assessments that measure 65 competencies and a vocational competency. Mastery of 100 percent of the tasks must be completed. Data for this program are reported under separate grant guidelines.

Table 7

Enrollment for Mount Rogers Regional Adult Education Program for Three Years.

Levels	Enrollment 2001-2002	Enrollment 2002-2003	Enrollment 2003-2004
Adult Basic Education (ABE)			
Literacy	4	18	4
Beginning	21	16	32
Intermediate low	163	107	123
Intermediate high	297	228	209
Adult Secondary Education (ASE)			
Low	108	59	109
High	33	17	58
English as a Second Language (ESL)			
Beginning literacy	-	-	16
Beginning	-	-	13
Intermediate low	-	-	3
Intermediate high	1	-	1
Low advanced	-	-	3
High advanced	-	-	8
Total enrollment	627	445	579

Note. From the Virginia Department of Education, (2001a), Adult Education and Literacy Statewide Annual Performance Report, 2001-2004, Richmond, VA.

3. The adult education programs across the state offer the GED program. The enrollment data for the Mount Rogers Regional Adult Education Program are in Table 7.

The data indicate that enrollment has been consistent in ABE and GED classes for the past three years, with a slightly higher number for the GED level of enrollment for the 2001-2002 school year. The higher number might be due to the fact that many adults were aware of the change expected in the GED tests and wanted to come under the existing standards.

The Mount Regional Adult Education Program has placed emphasis on enrolling migrant workers and immigrants in classes for speakers of English as a second language (ESL) (see Table 7). During the 2001-2002 and 2002-2003 school terms, there was only one adult enrolled in ESL classes. This number has grown to include 44 adults in the ESL classes in the Mount Rogers Regional Adult Education Program in 2003-2004.

Performance goals are set by the Virginia Department of Education for each level of instruction in accordance with guidelines in the National Reporting System (Virginia Department of Education, 2000). Exit data, collected by post-testing enrollees in the adult education classes,

show educational gains. Advancement data for the Mount Rogers Regional Adult Education Program are in Table 8, and were gathered from NRS Table 4. The first figure in each category shows the percentage of adults completing that level. The figure in parentheses shows the goal as established by the Virginia Department of Education. For the past three years, the Mount Rogers Regional Adult Education Program has achieved or exceeded its goals in all categories of ABE and GED, except for the ABE Beginning category in 2002-2003. The ESL programs were in the

beginning stages and had not shown achievement when the 2003-2004 report was compiled.

Follow-up outcomes are measured in four categories: receipt of high school diploma or GED, entry into employment, retention in employment, and post-secondary education or training. As a student nears completion of the adult education program, follow-up goals are set in one or more of these categories. After exiting the program, follow-up data are matched with the goals set. Collection of the follow-up data is complicated. Data for a high school diploma or GED are collected at the Virginia Office of Adult Education and Literacy and are available monthly. Dr. Pat O'Reilly, Associate Professor of Education at Virginia Tech, has a contract with the Virginia Department of Education to collect data from the last three categories (Beasley, 2005).

Employment data are collected by matching social security numbers for adult education students who selected one of these follow-up goals and employment figures. Data for the follow-up goal of entering employment are reviewed one quarter (three months) after an adult leaves the program. Data for retention of employment are reviewed three quarters (nine months) after exiting the adult education program. Annual results for entering or retaining employment are reported for the fiscal year. Data for post-secondary education or training are collected annually in October (Beasley, 2005).

Follow-up data (credentials, employment, and post-secondary education) specific to the Mount Rogers Regional Adult Education Program were not available, except for adult secondary figures which are in Table 8. The high school diploma figures were received from the GED

Table 8

Performance Data for Three Years for the Mount Rogers Regional Adult Education Program.

Levels	Percentage (Goal) completing level 2001-2002	Percentage (Goal) completing level 2002-2003	Percentage (Goal) completing level 2003-2004
Adult Basic Education			
Literacy	50 (22)	33 (27)	75 (29)
Beginning	38 (27)	25 (33)	37 (35)
Intermediate low	50 (28)	48 (35)	50 (37)
Intermediate high	57 (30)	53 (35)	48 (37)
Adult Secondary Education			
Low	64 (40)	44 (38)	44 (40)
High	36 (30)	70 (43)	55 (45)
English as a Second Language (ESL)			
Beginning literacy	-	-	0 (31)
Beginning	-	-	7 (31)
Intermediate low	-	-	0 (36)
Intermediate high	0 (29)	-	0 (36)
Low advanced	-	-	0 (33)
High advanced	-	-	0 (32)

Note. From Virginia Department of Education, (2001a), Adult Education and Literacy Statewide Annual Performance Report, 2001-2004, Richmond, VA.

Testing Center in Oklahoma. Each locality has access to their local figures by entering a special code into the computer, and the Virginia Director of GED Services has access to all the state figures.

Follow-up data for Virginia are in the following chart. The number in parentheses is the goal set for state performance. The numbers indicate that Virginia met its goals in every category for 2001-2002, in three of the four for 2002-2003, and in two of the four for 2003-2004. The goals increased each year, based on performance for the past year of data, and were negotiated by the Virginia Director of Adult Education and Literacy with the United States Department of Education.

Goal	2001-2002	2002-2003	2003-2004
High school diploma or GED	95% (30%)	66% (43%)	78% (45%)
Enter employment	33% (19%)	57% (34%)	32% (36%)
Retain employment	57% (22%)	28% (42%)	54% (44%)
Post secondary education or training	78% (22%)	48% (31%)	22% (33%)

Note. From Virginia Department of Education (2001a), Adult Education and Literacy Statewide Annual Performance Report, 2001-2004, Richmond, VA.

Summary

The outcomes of the work of the regional instructional specialist were examined from the perspective of the work performed by the regional instructional specialist and the Mount Rogers Regional Adult Education Program. Data were collected through interviews, document reviews, class site visits, and observations. Data that show end-product outcomes such as enrollment

figures and educational gains were collected. Process outcomes were shown in the number of site visits, staff development programs, and recruitment activities. Collaborative efforts were evident in marketing and training.

The growth in the number of class offerings, the consistent number of enrolled students, and achievement of goals for the program show that appropriate adult educational programs have been available to the residents of the Mount Rogers Region in Virginia. The future of the regional instructional specialist and Adult Education in the Mount Rogers Region is discussed in Chapter Seven.

CHAPTER 7

THE FUTURE OF THE REGIONAL INSTRUCTIONAL SPECIALIST AND ADULT EDUCATION IN THE MOUNT ROGERS REGION

The purpose of this study was to describe the role of the regional instructional specialist in the adult education program in Virginia with specific attention to the specialist in the Mount Rogers Regional Adult Education Program. The research was guided by three questions:

1. What are the historical, geographical, legal, and program contexts in which the rural regional instructional specialist works?
2. What are the program and administrative tasks performed by the rural regional instructional specialist?
3. What are the outcomes of the work of the rural regional instructional specialist?

By examining the work of the regional instructional specialist in relation to these three questions, insight was gained into the changes that have occurred since the inception of the position in 1989. The framework that was presented early in the study guided the research. This chapter includes reflections on the context and work of the regional adult education specialist and the researcher's ideas concerning the future of the position of regional instructional specialist and the total program of adult education in the Mount Rogers Region and in Virginia.

The Complex Context of the Work of the Regional Instructional Specialist

The context of the work of the regional instructional specialist involved four aspects: the historical context, the geographical context, the legal context, and the program context. Each of these contexts is related to the others and to the entire program of adult education. They overlap

and intertwine with each other. The historical and geographical contexts are driven by the legal context, which then determines the program context and is related to the demographics of the region and state. The administrative and program tasks performed by the regional instructional specialist are directed by the program context and determine the outcomes of the program. The goals set at the state and federal levels are continually changing and reshaping the program within the legal context.

The Historical Context, Transitions, and Implications for the Future

The first specialists, under the direction of Dr. Lennox McLendon who was then serving as Virginia Director of Adult Education, had the task of designing their agendas and determining their roles as regional instructional specialists. Their job assignments at that time included providing staff development for the instructors in their region, assisting teachers with instruction, recruiting adult students, brokering workplace classes, and developing linkages with other agencies (Virginia Department of Education, 1993c). With a description of these five job assignments as guides, the specialists designed programs specific for the region that each one represented. The role of the regional instructional specialist was a very flexible position. Through the years, however, a shift occurred in the functions and expectations of the job, and the title was changed from GED specialist to regional specialist to regional instructional specialist. The transitions from the early job assignments to the present job assignments are discussed in the following sections.

Providing Staff Development for Adult Education Instructors

Early topics for staff development included characteristics of the adult learner, classroom

organization, materials suitable for the adult learner, and testing strategies. Training was provided on helping adults to set realistic goals and on helping instructors to set their own developmental goals and to create learning plans. The regional instructional specialists received appropriate training at the state level and returned to their regions to provide staff development to the instructors, as appropriate. The job description included in the contract provided by the Virginia Department of Education for the 2004-2005 school term designated that 50% of the regional instructional specialist's time should be spent in staff development (Virginia Department of Education, 2004). The role of the specialist is described by a former director of the Office of Adult Education and Literacy in Virginia, Dr. Yvonne Thayer, in the box to the right.

> "In the past, probably from the beginning of the program, the specialists have… focused on instructional services, [have provided] a lot of the staff development for teachers, and have been the point person in the region to stay on trend." (T, I-2, 4-6)

New teachers are able to receive instruction on-line from the Virginia Adult Learning Resource Center in Richmond and at the local level from program managers. Opportunities are provided for experienced instructors to receive appropriate training on-line, in local workshops, and in summer institutes. Recent topics have included GED as Project, reading in the adult education classroom, Fast Track to GED, and use of technology in the adult education classroom. The task of staff development has been useful and successful, according to Dr. Thayer, as indicated in the quote in the box above.

> "Unless you are talking about new people coming in, we are in good shape with that [staff development]."(T, I-2, 45-46)

During the 2005-2006 school term, staff development will not be a primary assignment

of the specialists. In the Mount Rogers Region, however, the regional instructional specialist is continuing to provide minimal services as a resource person. The Resource Center in Richmond now functions as a resource for the task of staff development, whether by offering on-line classes or training in clusters at specific locations. Unless pertinent topics evolve in the future that will require the services of the regional instructional specialists, other personnel will handle most of this work.

Assisting Adult Education Teachers With Instruction

The role of the regional instructional specialist in instructional technical assistance has changed over the past few years. The first specialists had the task of visiting classrooms when requested by the program manager. Among the reasons that were given for class visits were:

- To monitor class enrollments to assess the need for added classes.
- To monitor class enrollments to assess need for recruitment.
- To identify supplies needed by adult students with special needs.
- To assess the need for teaching aids, extra books, visual aids, and enrollment supplies (Davis, 1997b).

During the transition to more recent job functions, the regional instructional specialists received training on the interpretation of test results, computer setup and software installation, and Internet access and use. The instructional environment demanded that the regional instructional specialist be proficient in the technology phase of adult education as it relates to the learning styles of the individual student, to the needs of the workplace, and to the availability of supplies and teaching aids.

The nature of classroom visits became much more technical. Observational, inspectorial visits were much less frequent. Specialists now visit classrooms to install software, discuss learning needs of disabled adults, and provide assistance for non-English speaking enrollees. Technical assistance requests for the regional instructional specialist have changed:

- From a need for flash cards to a need for Official GED Practice Test Software.
- From pencils, paper, and workbooks to Access 21st Century software.
- From site visits to determine the cause of poor attendance to site visits to observe a teacher who is participating in the "Teacher Observation Project."

The future of this phase of the work of the regional instructional specialist is uncertain at this time. The contract issued by the Virginia Department of Education for the 2004-2005 school term specified that 30% of the specialist's time be spent in providing technical assistance (Virginia Department of Education, 2004). Technology for the future will include DVDs, Smart Boards, and certainly the Internet. Many class locations in the Mount Rogers Region and in other parts of Virginia are not equipped to support these electronic technologies.

As these technologies come on line, someone must be available to support them, whether from the Virginia Adult Learning Resource Center in Richmond or from local programs. The Washington County member of the advisory board for the Mount Rogers Region discussed the lack of computer assisted instruction in one classroom where she visited (E. Thomas, personal communication, November 1, 2005). She felt that many adult education teachers are retired personnel who have not had enough instruction in using computers in the classroom. It is imperative, then, that technical assistance services remain available to adult education programs

across the state.

Recruiting Students

As the role of the regional instructional specialist was defined originally, recruitment of adults for enrollment in adult education classes was a major responsibility. Strategies for recruitment included public service announcements, flyers sent home with school children, contact with churches and health departments, and visits to workplaces. The goal was to get undereducated adults into adult education classrooms.

In some rural areas, more than 50% of the adults in the community over the age of 25 had less than a high school education. Enrollment figures indicated that most of the adults in the classes were performing below the ninth grade level (Sherron, 1985). Funding for instructional materials targeted this population of adults. Only 20% of the adult education funds were allowed for those adults who were performing at ninth grade or higher (Virginia Department of Education, 1993a).

Through the years, the target population has changed from those who read below ninth grade level to those who need skills to qualify for jobs in the workforce. Future recruitment strategies will involve all adult education personnel, from the Virginia Director of Adult Education and Literacy and his or her staff, to the regional program managers and regional instructional specialists, to the teachers and students, and to other community leaders as they set future program goals. This is evident in the emphasis placed by Governor Warner in his "Race to GED." This program is more fully discussed in the Legal Context.

Brokering Workplace Classes

Classes for the workplace were a priority for the first regional instructional specialists (Virginia Department of Education, 1993c). Early training for specialists and managers included requirements in ISO 9000 (Harrell & Wright, 1997), brokering classes in the workplace, and becoming certified as an agent of the Workforce Improvement Network (2003). Although the training was conducted primarily for the regional instructional specialists and managers, classroom teachers were invited to attend. Thayer (2004) indicated that more than 250 workplace programs were in place in Virginia.

The need for such classes continues at a high level. While the unemployment rate for Virginia is comparatively low (3.7%), pockets of high unemployment still exit (Virginia Employment Commission, 2005). For example, the West Piedmont Planning District had a rate of 7.2% and the Southside Planning District had a rate of 6.5%. Training for the unemployed is provided by Virginia community colleges and by adult education classes at ONE STOP locations. The Workforce Improvement Network, as an agent of the Virginia Department of Adult Education and Literacy and located at James Madison University, maintains a program of training for practitioners who operate within the workplace.

The researcher expects that specific training in the workplace will be one area where cooperative efforts between college administrators, adult education specialists and managers, and workplace managers will be required in the future. With the reauthorization of the Workforce Investment Act, stakeholders will demand a return on their expenditures with a more highly trained workforce as the expected outcome.

Developing Linkages With Other Agencies

Linkages with other agencies provide recruitment opportunities for program personnel. Departments of social services, local offices of the Virginia Employment Commission, Head Start and Even Start programs, health departments, local libraries, community colleges, and literacy programs have been sources of bi-lateral referrals for the agencies and for adult education programs. Adults seeking services in any of these agencies found that they had resources to meet other needs in their families and individually, at the workplace and in the community, as a worker, as a parent, and as a community member. Recruitment and linkages with other agencies will remain the focus of all personnel within the programs. Instructors, program managers and specialists, agency representatives, teachers, and students will seek new ways of serving adult learners.

The Regional Literacy Coordinating Committees (RLCCs) meet regularly to share information about programs and upcoming events available to clients. These committees provide a link between the state, regions, and localities through the Lead Agents Council. A representative (lead agent) from each RLCC meets at the state level with information from the region, and, in turn, brings information to each regional committee. In addition to the RLCCs, some counties and cities have local committees that give specific information for the localities.

Linkages at all levels (state, region, and county) are important in making the public and clients aware of services offered. The regional instructional specialist, as a member of the Regional Literacy Coordinating Committee, gave and received information of value to the agencies and to individual clients. The researcher feels that this task, formerly assigned to the regional instructional specialist, needs to be performed by someone in the adult education

program. Future enrollment and services to the enrollees will be left far behind without this linkage component.

Changes in the Legal Context of Adult Education and the Work of the Regional Instructional Specialist

With the passage of each new adult education act, changes occur in the focus of the adult education program at each administrative level – the federal, state, and local levels. The goals on which adult education programs are now focused were brought about by the passage of the Workforce Investment Act of 1998, with Title II known as the Adult Education and Family Literacy Act. This act requires that the primary goal of adult education programs across the nation be to increase educational performance levels of each adult participant who attends twelve hours or more. Other goals, which have become indicators of quality for a program, are: (a) an increase in the number of adults that obtain credentials (GED or high school diploma), (b) an increase in the number of adults that enter or retain employment, or (c) an increase in the number of adults that enter further training (college or workplace skills training). Reauthorization of the Workforce Investment Act is being considered in the 109th Congress, and implications for adult education programs will be discussed in this section.

The Legal Context at the Federal Level

Reauthorization of the Workforce Investment Act passed the House of Representatives in March, 2005, as H. R. 27, the Job Training Improvement Act, and is before the United States Senate (Committee on Finance) as S. 9, Lifetime of Education Opportunities Act of 2005 (United States Congress, 2005, http://www.congress.gov/cgi-

bin/bdquery/z?d109:SN00009:@@@L&summ2=m&e). Title II is the adult education portion and contains goals similar to those in the present legislation. These goals are listed as indicators of performance.

There are two types of indicators of performance in the version presented by the House of Representatives. Core indicators of performance remain as now presented: (a) measurable improvements in literacy skills in reading, math, and English (the default goal); (b) receipt of secondary diploma, General Educational Development certificate, or other state recognized credential; or (c) placement in postsecondary or other training programs. The second type will be employment performance indicators: (a) entry into employment, (b) retention in employment, or (c) increase in earnings. The thoughts of a former Virginia director of Adult Education and Literacy are reflected in the box at the right.

> "We expect that as the targets are modified for the new legislation that we are going to be held even more accountable. . . . Do people get jobs, does their salary increase?" (T, I-2, 52-54)

The indicators of performance have been realigned, and the only new indicator is the "increase in earnings." This indicator measures the amount of increase in earnings of individuals exiting adult education programs. Data are collected by matching social security earnings for participants who set follow-up goals and who give permission to the adult education programs to collect this information after they exit the adult education program. The process must be consistent with privacy laws at the federal and state levels (http://www.congress.gov/cgi-bin/bdquery/z?d109:SN00009:@@@L&summ2=m&).

During the process of developing a 2006 federal budget, President Bush proposed cuts in adult education funds amounting to approximately 66%. The National Council of State Directors

of Adult Education (2005) (http://www.ncsdae.org/myweb/talking_points.htm) prepared a summary of reasons for proposed reductions in expenditures that were given at budget hearings. Some of these talking points were:

1. Adult education may not be the best way to meet the needs of programs. There is little or no evidence of effectiveness. President Bush questioned the data presented on the National Reporting System and performance indicators. The state agencies countered with the statement that the performance levels are approved by the United States Department of Education on a yearly basis and that evidence of continuous improvement must be provided.
2. Adult education may not be a role of the federal government. It is a state responsibility. The response from state agency representatives was that the federal role was originally initiated (under the general welfare clause of the Constitution) because states were not meeting the needs of high school dropouts, immigrants, and other individuals with low levels of literacy with no high school diploma. Presently (2005), states contribute three dollars for every one dollar of federal money.
3. Community colleges and Pell grants are programs that can provide services now provided by adult education programs. In Virginia, as in most other states, educational programs that target adults who have not competed high school are a function of local adult education programs. Community colleges function to provide programs for those adults who seek credentials above high school (or for certification in a specific skill for individual self-improvement). Pell grants are reserved for those seeking a degree.

The Workforce Investment Act of 1998 was extended through June 30, 2006. At this time (January, 2006), the reauthorization (S. 9, Lifetime of Education Opportunities Act) is tied up in committees. The House of Representatives had restored funding for the Workforce Improvement Act, and action is still pending in the Senate.

The Legal Context at the State Level

The Virginia Office of Adult Education and Literacy is working closely with Governor Mark Warner in his Education for a Lifetime Initiative in support of adult education. The Governor's Initiative has three parts: (1) “increasing the education levels of Virginia's workforce by doubling the number of GEDs earned in Virginia; (2) creating a career readiness certificate that gives workers a portable, recognized workforce credential and shows employers that job seekers have the required job skills; and (3) reorganizing Virginia's 22 workforce development programs into a more streamlined and effective workforce development system” (Warner, as cited in McKnight, 2004). The first two parts of the initiative have direct implications for adult education programs in Virginia. The third part will have a possible effect on the alignment of adult education programs in regions and planning districts.

Increasing the Number of GEDs

It was the goal of Governor Warner and the Virginia Office of Adult Education and Literacy to double the number of adults getting a GED by December 31, 2005 (Thayer, 2004). The marketing tools designed to make the public more aware of this goal is the "Race to GED." From a pilot program of five sites across the state to the present statewide initiative, the Race to GED has moved forward. Adult education personnel in all localities understand the importance

of marketing the program and making available testing sites and times that accommodate as many adults as possible.

Marketing techniques use the Race to GED logo and include:

- Billboards featuring prominent racecar drivers and toll-free telephone numbers where one can obtain information.
- Faith-based projects in the Richmond area, including GED Sunday, GED classes in churches, and active recruitment within congregations.
- Letters to local businesses, Chambers of Commerce, churches, and community agencies involved with adults.
- Public service announcements that feature GED recipients on radio and television.

The addition of staff at the Virginia Office of Adult Education and Literacy and changes in job functions are intended to enhance the goal of increasing the number of adults receiving the GED credential. A specialist for Race to GED has been hired at the state office, with the task of coordinating state efforts. The regional instructional specialists in Virginia will have the title of Regional GED Testing Specialist for the school term 2005-2006 (L. Allen, personal communication, September 22, 2005).

> "We believe that the big piece that we really need to address is how to improve our testing services." (T, I-2, 14-15)

One area of weakness in Virginia is the lack of full-time testing directors, according to Dr. Thayer, as seen in the box above. Some locations have testing on a monthly basis, some have testing every two months, and some have no testing at all. GED testing sites must be inspected for security, and personnel involved in the testing process must be fully trained by the state GED

specialist (Y. Thayer, personal communication, May 17, 2005).

The regional instructional specialists for the 2005-2006 school term are working to increase the number of testing sites and times, to coordinate the testing process within the region, and to administer GED tests if necessary. By looking at a whole region, the regional instructional specialist is aware of the testing times for each locality. Referrals can then be made to meet the needs of the adults within the region.

In the Mount Rogers Regional Adult Education Program, the regional instructional specialist (regional GED testing specialist) has received training in the GED testing process (see the box at the right). She is involved in testing adults at various locations across the Mount Rogers Region. An increase in hours of employment, because of the length of tests and travel, has been provided in the grant allotment from the Virginia Office of Adult Education and Literacy, from $35,000 to $50,000 (T, I-2, 67-69).

> "[The state's chief GED examiner] will do the training; in fact we will have a meeting in August with these people, probably with the specialists and most of the chief examiners" (T, I-2, 186-187)

Career Readiness Certificate

The second point of Governor Warner's initiative to support adult education is the creation of a career readiness certificate. The career readiness certificate is a credential that indicates various levels of attainment for individuals and certifies to employers that the individual possesses basic workplace skills in reading, applied math, and locating information. WorkKeys, an assessment tool published by ACT, Inc. (ACT, 2004) may be taken at one of 44 One-Stop centers or one of the 23 community colleges throughout the Commonwealth. Certificates are issued on one of

three levels:

- Bronze Level. Achievement at this level indicates that an individual possesses skills necessary for approximately 35% of the entry-level jobs profiled by WorkKeys.
- Silver Level. Approximately 65% of the jobs profiled by WorkKeys need skills at this level of achievement.
- Gold Level. An individual achieving at this level has employability skills necessary for approximately 90% of the jobs listed by WorkKeys (Rochford, 2005).

WorkKeys is a comprehensive "job skills assessment system measuring 'real world' skills that employers believe are critical to job success" (ACT, 2004, n. p.). The community colleges in Virginia maintain a database of participants who take the assessment and who are issued certificates. If individuals do not achieve levels that qualify them for a certificate, instruction is available for needed skills, either at the community colleges, at One-Stop centers, or at other adult education class locations.

All residents of Virginia are eligible to take the assessment to attain a Career Readiness Certificate. Fees for the assessment and issuance of certificates are collected by community colleges. The assessment may be free at One-Stop locations, but certificates require payment. The cost may be from $17.50 for one certificate to $45.00 for the test and three certificates from the community colleges. As of summer 2005, more than 5,200 Virginia workers had earned their certificates

Streamline Workforce Services

The system of 22 programs in 10 agencies spread across three secretaries is an

unworkable model for the future, according to Governor Warner (McKnight, 2004). Among those 22 programs, there are overlaps in service, and some of them are not performing as well as they could. Among the programs are One-Stop services at Virginia Employment Commission offices, Department of Correctional Education, Department of Social Services, Virginia Rehabilitative Services, and Department of Transportation.

Adult education regional programs follow 22 geographical districts. If the districts are realigned, the realignment of adult education regions may be considered. At this time (2005), this portion of the governor's plan is still under study at the state level. The future of adult education in Virginia depends on the requirements of new legislation at the federal level and the commitment of government leaders in Virginia. The continuation of Governor Warner's plans for Virginia is uncertain because a new governor was elected in 2005.

Changes in the Program Context of Adult Education and the Work of the Regional Instructional Specialist

Like the legal context of the work of the regional instructional specialist, the program context is changing. The future of adult education in Virginia and the Mount Rogers Region depends on the vision of the leaders at the federal and state levels of government. Changes in the program context have already been planned for the 2005-2006 school term. Two major changes in the program context involve the administration of regional programs and the role of the community colleges in providing services to adults without a high school diploma who seek to obtain credentials through the community college system.

Major changes in the adult education program in Virginia will occur in the regionalization and administration of adult education programs. Dr. Thayer and the members of the Advisory Board for Adult Education and Literacy looked closely at the structure of regional and local programs and the demands on local program planners. Conferences were held with various division superintendents and local program managers. Discussion of the demands for increased participation in adult education programs and the increased need for more GED testing in relation to Governor Warner's emphasis on GED led the superintendents to realize that they are unable to conduct the programs in the existing structures. The rationale for change is reflected in the box to the right.

> "We have found that the most effective programs are the programs that either have a full-time person at the local level, a place like Fairfax or Virginia Beach because they are large enough, or the regional programs that again have a full-time person." (T, I-2, 137-139)

The state will have fewer regional instructional specialists (now called regional testing specialists) and more regional program managers (T, I-2, 142-143). Four additional programs have regional program managers for the 2005-2006 school term. The program that serves Cumberland County and surrounding counties has a regional program manager who has not previously served as a regional instructional specialist. The other three programs (Planning District #2 with Russell County as the fiscal agent, the Northern Neck serviced from Northumberland County, and the Middle Peninsula area) have regional program managers who have experience as regional instructional specialists. The choice was made to have regional program managers who can work full time, rather than part-

> "They [new program managers] know the region, they know the program, and they know how it works. They know what the challenges are." (T, I-2, 162-163)

time regional instructional specialists (see the box above). The tasks performed by the regional instructional specialists will be assigned to lead teachers in localities, to the program managers, or to specialists at the resource center in Richmond.

A second major component in the adult education system of the future in Virginia will be the role of community colleges in the program alignment for adult education (ET, I, 78-79). In the past, most county systems have taken the responsibility for conducting adult education programs, as required by the Code of Virginia. Some localities have opted to partner with a local community college as the fiscal agent (New River Community College and Southside Community College, as examples). Other localities maintain a different relationship (Mount Rogers Region and Wytheville Community College coordinate referrals), with the understanding that adults who lack a high school diploma will first contact the adult education program and then will be referred to the community college after receiving their GED. At a recent graduation ceremony in the Mount Rogers Regional Adult Education Program, the evening's speaker was a staff member of the community college, as indicated in the box at the right.

> "As a matter of fact, the keynote speaker this year was a person from the community college. He made sure that everyone knew how to register. He was their financial person, actually." (ET, I, 210-212)

For several years, local program managers have feared that the community colleges would vie for grants for delivery of adult basic education. While the Code of Virginia designates local school systems as the agents for this service, rumors abounded that community colleges desired this block of money. The rationale was that adult learners would be in the company of other adults, rather than attend classes located in elementary and secondary schools. They would

be able to use the transportation system provided by community colleges, receive instruction by teachers who are trained in adult learning theory, and then transition directly into the community college.

In September 2002, Dr. Thayer, Virginia Director of Adult Education and Literacy, met with representatives of the Virginia community college system. She received assurance that the community colleges have no interest in taking over the delivery of adult basic education (R. Scott, personal communication, 2002). The role of the community colleges in adult education remains one of training, assessment, and further education for GED graduates. However, by maintaining a closer relationship with local program administrators, new enrollment patterns may develop. The Mount Rogers Regional Advisory Board recently discussed dual enrollment with Virginia Highlands Community College and the adult education programs in the Mount Rogers Region.

Changes in the Tasks Performed by the Regional Instructional Specialist in the Mount Rogers Region

The second question that guided the research is: "What are the program and administrative tasks performed by the rural regional instructional specialist?" The tasks performed by the regional instructional specialist are almost entirely related to the program context. Few administrative tasks were evident in the research. However, these tasks are changing.

Regional instructional specialists are hired with a background in teaching adults. The researcher found that the specialist in the Mount Rogers Region had a close relationship with the

people with whom she worked. During the specialist's classroom visits she always found time to sit with an adult student, to review the work being done, to look at computer programs and offer help if needed, to listen to concerns of students and teachers, and to give them encouragement and praise. The hours assigned for her work (approximately 30 hours per week) were not enough to complete the tasks she needed to do.

Planning for staff development for instructors and other personnel in the region required more time than actually presenting the programs. By becoming familiar with the needs of the teachers and the resources available – from speakers to printed material to videos, the specialist was a facilitator. By keeping abreast of new technology, by visiting the office of the Virginia Employment Commission, by communicating with literacy groups, and by furthering her own education, she was able to acquire the knowledge needed to perform the tasks expected of her.

Now that the regional instructional specialist will take on the task of testing specialist for the GED program, additional hours have been added to her contract. Thayer (personal communication, May 17, 2005) stated, "It doesn't mean that they won't do **anything** related to instruction, because they can still do some staff development." This diminishing role of the regional instructional specialist means that lead teachers in the Mount Rogers Regional Adult Education Program will be more vital, as indicated by a teacher in the box above. However, some localities throughout the state, lacking lead teachers, have a different structure for this service. Further investigation and close monitoring by the adult education managers in such programs, both at the state and local levels, are recommended.

> "We have been told that more of the classroom observation duties will be taken on by the regional lead teachers." (H, I, 44-46)

Changes in Expected Outcomes of the Work of the Regional Instructional Specialist

The third question that guided this research is: "What are the outcomes of the work of the rural regional instructional specialist?" The outcomes of the work of the regional instructional specialist cannot be isolated and attributed solely to a specific individual. The Mount Rogers Regional Adult Education Program functions in an atmosphere of teamwork. The staff members throughout the region have the adult students and their needs at the center of their work.

But the outcomes of this region are not isolated. The same teamwork extends from the Mount Rogers Region (Planning District Three) to neighboring localities – to Planning District One, comprised of the counties of Lee, Scott, and Wise and the city of Norton and to Planning District Two, comprised of the counties of Buchanan, Dickenson, Russell, and Tazewell. The program managers of these three planning districts collaborated in securing funding for vouchers for participants to take the GED tests. They formed a team that marketed the "Race to GED" program, secured funds for billboards with a central phone number (with staff to respond to calls), and worked closely with local businesses to obtain incentives to reward successes in the adult education classroom (Seymore, Scott, & Allen, 2005).

The job functions of the regional instructional specialist, as defined by Dr. Thayer (personal communication, May 17, 2005), have been revised to increase GED testing. This function was designated for one-year. The success of this portion of the adult education program will be evaluated at the state level to determine if revision is needed. Funding for the "Race to GED" from the Virginia State Legislature is tenuous. The stakeholders are looking for results.

The researcher found no one who criticized the work of the regional instructional specialist. The former director of the Virginia Office of Adult Education and Literacy characterized the specialists as "flexible, really good to go with changes as they come, whether a new program, or training. They have done a great job" (Y. Thayer, personal communication, May 17, 2005). The supervisor of adult education programs in Washington County described the regional instructional specialist as a "support person for teachers" (ET, I, 50).

Summary and Recommendations

The work of the regional instructional specialist in Virginia and specifically in the Mount Rogers Region was described in this study. Three questions guided the investigation:

1. What are the historical, geographical, legal, and program contexts in which the rural regional instructional specialist works?
2. What are the program and administrative tasks performed by the rural regional instructional specialist?
3. What are the outcomes of the work of the rural regional instructional specialist?

Historical data were gathered from interviews with a former director of the Virginia Office of Adult Education and Literacy, a former regional instructional specialist, and an administrator of a local program and from historical documents that guided the establishment and operation of the position of regional instructional specialist. Current data were gathered from interviews with the regional program manager, the regional instructional specialist, teachers, and students, from site visits, and from data sheets, report summaries, and state reports. Data indicate that the position of regional instructional specialist has changed in expectations and work

performed. In the early years, the specialists had flexibility to look at their regions and determine the needs related to staff development, workplace programs, instructional technical assistance, recruitment, and linkages with other agencies. Recruitment and staff development appeared to consume most of the hours spent on the job.

Geographically, the areas assigned to the regional instructional specialists were very rural and classes were distant from the local office. Travel time consumed much of the 20 hours assigned to these part-time employees. Much of the work had to be done in late evening and early night time hours. With Internet connections and the employment of lead teachers in localities, the work of the regional instructional specialist has become more efficient.

The legal context of the work of the regional instructional specialist has progressed through federal legislation from the National Literacy Act of 1991 to the Adult Education and Family Literacy Act, as Title II of the Workforce Investment Act of 1998, guiding the specific functions of adult education. State legislation in Virginia designates that each local school board has responsibility for providing education for those who dropped out of school before completing high school. Data related to specific groups, such as family groups, prisoners, underemployed, learning disabled adults, and speakers of English as a second language, indicate that a wide variety of adults are served in adult education classes.

Funds for the operation of adult education classes come from the federal government to states in the form of grants. States and localities provide matching funds, and states provide funding for special projects such as “Race to GED” in Virginia. Some funds are available from foundations and other organizations. Performance levels are set for the levels of instruction, from

the literacy functioning level (up to 4th grade) to adult basic functioning level (5th to 9th grades) to adult high school level (above 9th grade). Special educational expectations were designated for speakers of English as a second language. In the future, funding will be tied more closely to achievement of goals (educational gains, attainment of credentials, and employment) than simply to the number of adults enrolled in the programs.

The tasks performed by regional instructional specialists were guided primarily by expectations and goals set at the state level. Some of the work has been shifted to the regional program managers (with more regional program managers for 2005-2006 in Virginia) and to lead teachers within the regions. However, not all regions have lead teachers or regional program managers. A former director of the Virginia Office Adult Education and Literacy stated that the most successful programs had the services of regional managers to plan programs, establish budgets, and supervise the adult education programs in the region.

Outcomes of the work of the regional instructional specialist cannot be attributed solely to the work performed by this individual. The increase in the percentage of adults completing educational levels, the number of adults who gain employment, and the number of parents who read to their children as a result of family literacy programs must be attributed to a team, of which the regional instructional specialist is a member.

In Chapter One, the researcher questioned if the position of regional instructional specialist should continue to be funded and if changes may be needed in employment requirements, length of contracts, or duties performed:

* Should the position of regional instructional specialist continue to be funded? Yes. The

researcher believes that the position of regional instructional specialist should continue to be funded in order to have staff development and instructional technical assistance readily available in the regions. With on-going training for practitioners, the regional program manager will be free to locate sources of funding, examine the need for classes in an area, and look closely at gains and losses in student attendance and achievement.

* Are changes needed in employment requirements, length of contracts, or duties performed? Yes. The researcher believes that the position of regional instructional specialist should be upgraded to a full-time position. The duties assigned for the 2005-2006 school term as GED testing specialist, together with the previously assigned services in staff development, technical assistance, and linkages with other agencies, will make a position that will contribute greatly to the future success of adult education. Licensure endorsements to include family literacy and workplace literacy and a specialty in English as a second language for some should be added. Additional university courses may be needed to update certification.

From the study conducted by the researcher, the following recommendations are made:

1. Make the position of adult education regional instructional specialist a full-time position. While the administrators of programs have distinct responsibilities such as procuring funds, recruitment of students, supervising teachers, and meeting with business leaders to determine needs within the community, the regional instructional specialists across Virginia would have the responsibility of staff development, meeting with new teachers and making observations, helping to recruit students, and providing technical assistance for all instructors in the adult education programs.

2. Throughout Virginia, locations and instructors for full-time classes should be provided. Full-time instructors for adult education and literacy classes would be able to work more closely with industry and be available for various time schedules for adults needing immediate certification or improved skills. There is a need for part-time personnel to fill the gaps for those who have atypical work schedules.
3. Study the youth population, both in high school and those who have recently dropped out of school. While many will continue on to institutions of higher learning, many are simply troubled, have low self esteem and achievement, and could make very productive citizens if guided in a positive direction. The regional instructional specialist, with additional classes for counseling, would be a key person in providing in-service programs for teachers of this population.
4. The president of the United States, the United States Congress, the governor of Virginia, the Virginia General Assembly, and localities must provide additional funding for adult education. Only two percent of the workforce enters from the school system each year (National Council of State Directors of Adult Education, 2005). Those who are already working need additional skills, upgraded competencies, and possible retraining. The immigrant population and many older adults who were deprived of adequate education are unable to function in our society. Their needs are great, and special provisions for individual instruction must be made available through support for volunteer groups and cooperative efforts with the adult education providers in the public school system.

The evolving context of adult education programs will bring forth new expectations and

goals for adult educators. The need for adult education for the undereducated and the underemployed remains paramount. A great number of immigrants, migrant workers, single-parent families (often living with grandparents), and underemployed are in the communities of Virginia. Although the future of the position of regional instructional specialist in Virginia is in transition and is uncertain, the outcomes from the work performed in the past fifteen years can not be denied.

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Appendix A

Glossary of Acronyms

The following acronyms appear in this paper:

ABE: Adult Basic Education. Often used as an umbrella term for all basic skills for adults, including ABE (referring to up to 8th grade level,) EDP, ADP, ESL, literacy, and GED

ADP: Adult Diploma Program

BEST: Basic English Skills Test

CASAS: Comprehensive Adult Student Assessment System

CPD: Centers for Professional Development

DOE: Department of Education

DSS: Department of Social Services

EDP: External Diploma Program

ESL: English as a Second Language

ESOL: English as a Second Language

GED: General Educational Development

IEP: Individual Education Plan

ISAEP: Individual Student Alternative Education Program

JTPA: Job Training Partnership Act. Provides funding for higher-level occupational skills training, youth services, adult basic education and literacy, and workplace education

NALS: National Adult Literacy Survey

RLCC: Regional Literacy Coordinating Committee

TABE: Test of Adult Basic Education

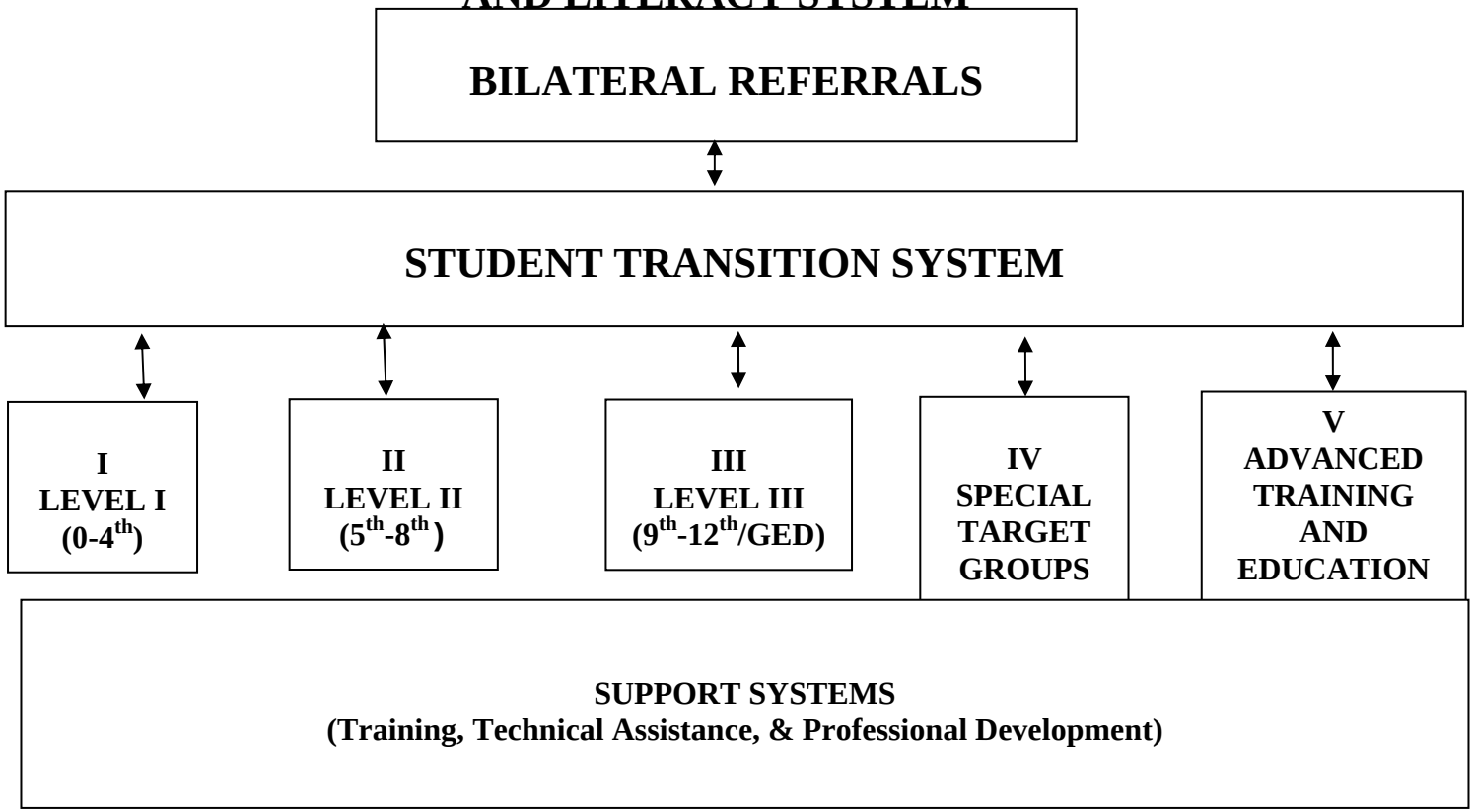
VEC: Virginia Employment Commission

WIA: Workforce Investment Act

WIN: Workforce Improvement Network.

Appendix B

THE VIRGINIA ADULT EDUCATION AND LITERACY SYSTEM



The groups listed above are categorized as:

Level I: Specialized Instruction for Beginning Readers through 4th grade
- Volunteer tutors
  - In community groups
  - In classes
- Adult basic education
  - In classes
  - In class tutors

Level II: 5th through 8th grades
- Adult basic education
  - Public schools, community colleges, social services
- JTPA basic skills programs
- Community college developmental studies
- Social services

Level III: 9th through 12th grades, GED, and Adult High School
- General Adult Education through public schools and volunteers in the classroom

Group IV: Special Target Populations
- English as a second language (ESOL)
- Jails and institutions
- Workplace programs
- Homeless adults
- Physically, emotionally, and mentally handicapped
- Commercial truck drivers
- Virginia Department of Transportation

Group V: Advanced Training and Education
- JTPA
- Community colleges

Bilateral Referral Agencies
- Social services
- Public health and mental health
- Virginia Employment Commission
- JTPA
- Virginia Department of Rehabilitation

Appendix C

Master List of Interview Questions

1. What is your name?

2. What is your title?

3. What can you tell me about the history of federal legislation supporting adult education?

4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments for the regional instructional specialists?

6. Program managers work in some regions. What is the history of this position?

7. Under what authority at the federal, state, and local levels does the adult education program operate?

8. Describe the financial support for adult education and specifically the regional instructional specialist.

9. What supervisory positions at the state level and at the regional level are in place to oversee the work of adult education and the regional instructional specialist?

10. Describe the chain of command in adult education from the state level to the regional level, including your position.

11. What counties and cities are served by the Mount Rogers Regional Adult Education Program?

12. Which adult education site is the farthest from the regional office in Abingdon? How many miles from end to end?

13. How does the geography of the region affect the work of the regional instructional specialist as to class visits or professional development?

14. What is the role of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program? At the state level?

15. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?

16. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to educational levels for the Mount Rogers Region?

17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.

18. What programs are provided in the following areas?

- Corrections
- Family literacy
- English as a second language
- Workplace
- Technology
- Literacy
- High school equivalency
- Learning disabilities
- Other areas

19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?

20. What type of training is provided for the regional instructional specialist to enhance her understanding of the expectations of the program for her and those with whom she works?

21. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.

22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?

23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit, what reports are made and to whom?

24. Community literacy groups participate in some localities. How do these literacy groups contribute to the goals of adult education?

25. What technical assistance is given by the regional instructional specialist to these literacy groups?

26. Adult education is a partner in the Workforce Investment Act One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist? Please comment on any workplace programs that receive your services.

27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?

28. What linkages are made at the local level? PROBE: How does the regional specialist help? (Include Regional Literacy Coordinating Committee.)

29. Describe the process for scheduling new classes in a locality.

30. What administrative tasks does the regional instructional specialist perform? This might include ordering supplies, hiring and supervising teachers, and evaluating performance.

31. What equipment and personnel are available to assist the regional instructional specialist in the daily routines of the office?

32. What reports are submitted to and by the regional instructional specialist?

33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

34. Describe a staff development program that you have had or that is planned.

35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?

36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?

37. What success stories can you share with me?

Appendix D

Interview Protocols

Protocol for the former DIRECTOR OF THE VIRGINIA OFFICE OF ADULT EDUCATION AND LITERACY

Good evening. I am Maxine Mullins, a student at Virginia Tech. I am conducting research on the role of the regional instructional specialist in the Virginia Adult Education Program. I would like to ask you a few questions, to which I would like you to respond. These questions and your answers will be recorded and be treated in accordance with the regulations of the Institutional Review Board, which we have just talked about. Do you mind? (Turn on the tape recorder.)

1. What is your name?

2. What is your title?

3. What can you tell me about the history of federal legislation supporting adult education?

4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments for the regional instructional specialists?

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37. What success stories can you share with me?

Maxine Mullins
Regional Instructional Specialist

Protocol for the REGIONAL PROGRAM MANAGER

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4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments for the regional instructional specialists?

6. Program managers work in some regions. What is the history of this position?

7. Under what authority at the federal, state, and local levels does the adult education program operate?

8. Describe the financial support for adult education and specifically the regional instructional specialist.

9. What supervisory positions at the state level and at the regional level are in place to oversee the work of adult education and the regional instructional specialist?

10. Describe the chain of command in adult education from the state level to the regional level, including your position.

11. What counties and cities are served by the Mount Rogers Regional Adult Education Program?

12. Which adult education site is the farthest from the regional office in Abingdon? How many miles from end to end?

13. How does the geography of the region affect the work of the regional instructional

specialist as to class visits or professional development?

14. What is the role of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program? At the state level?

15. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?

16. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to educational levels for the Mount Rogers Region?

17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.

18. What programs are provided in the following areas?

- Corrections
- Family literacy
- English as a second language
- Workplace
- Technology
- Literacy
- High school equivalency
- Learning disabilities
- Other areas

19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?

20. What type of training is provided for the regional instructional specialist to enhance her understanding of the expectations of the program for her and those with whom she works?

21. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.

22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?

23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit,

what reports are made and to whom?

24. Community literacy groups participate in some localities. How do these literacy groups contribute to the goals of adult education?

25. What technical assistance is given by the regional instructional specialist to these literacy groups?

26. Adult education is a partner in the Workforce Investment Act One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist? Please comment on any workplace programs that receive your services.

27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?

28. What linkages are made at the local level? PROBE: How does the regional specialist help? (Include Regional Literacy Coordinating Committee.)

29. Describe the process for scheduling new classes in a locality.

30. What administrative tasks does the regional instructional specialist perform? This might include ordering supplies, hiring and supervising teachers, and evaluating performance.

31. What equipment and personnel are available to assist the regional instructional specialist in the daily routines of the office?

32. What reports are submitted to and by the regional instructional specialist?

33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

34. Describe a staff development program that you have had or that is planned.

35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?

36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?

Maxine Mullins
Regional Instructional Specialist

37. What success stories can you share with me?

Maxine Mullins
Regional Instructional Specialist

Protocol for the REGIONAL INSTRUCTIONAL SPECIALIST

Good evening. I am Maxine Mullins, a student at Virginia Tech. I am conducting research on the role of the regional instructional specialist in the Virginia Adult Education Program. I would like to ask you a few questions, to which I would like you to respond. These questions and your answers will be recorded and be treated in accordance with the regulations of the Institutional Review Board, which we have just talked about. Do you mind? (Turn on the tape recorder.)

1. What is your name?

2. What is your title?

3. What can you tell me about the history of federal legislation supporting adult education?

4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments for the regional instructional specialists?

6. Program managers work in some regions. What is the history of this position?

7. Under what authority at the federal, state, and local levels does the adult education program operate?

8. Describe the financial support for adult education and specifically the regional instructional specialist.

9. What supervisory positions at the state level and at the regional level are in place to oversee the work of adult education and the regional instructional specialist?

10. Describe the chain of command in adult education from the state level to the regional level, including your position.

11. What counties and cities are served by the Mount Rogers Regional Adult Education Program?

12. Which adult education site is the farthest from the regional office in Abingdon? How many miles from end to end?

13. How does the geography of the region affect the work of the regional instructional

specialist as to class visits or professional development?

14. What is the role of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program? At the state level?

15. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?

16. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to educational levels for the Mount Rogers Region?

17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.

18. What programs are provided in the following areas?

- Corrections
- Family literacy
- English as a second language
- Workplace
- Technology
- Literacy
- High school equivalency
- Learning disabilities
- Other areas

19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?

20. What type of training is provided for the regional instructional specialist to enhance her understanding of the expectations of the program for her and those with whom she works?

21. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.

22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?

23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit,

what reports are made and to whom?

24. Community literacy groups participate in some localities. How do these literacy groups contribute to the goals of adult education?

25. What technical assistance is given by the regional instructional specialist to these literacy groups?

26. Adult education is a partner in the Workforce Investment Act One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist? Please comment on any workplace programs that receive your services.

27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?

28. What linkages are made at the local level? PROBE: How does the regional specialist help? (Include Regional Literacy Coordinating Committee.)

29. Describe the process for scheduling new classes in a locality.

30. What administrative tasks does the regional instructional specialist perform? This might include ordering supplies, hiring and supervising teachers, and evaluating performance.

31. What equipment and personnel are available to assist the regional instructional specialist in the daily routines of the office?

32. What reports are submitted to and by the regional instructional specialist?

33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

34. Describe a staff development program that you have had or that is planned.

35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?

36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?

Maxine Mullins
Regional Instructional Specialist

37. What success stories can you share with me?

Maxine Mullins
Regional Instructional Specialist

Protocol for the LOCAL ADULT EDUCATION ADMINISTRATOR

Good evening. I am Maxine Mullins, a student at Virginia Tech. I am conducting research on the role of the regional instructional specialist in the Virginia Adult Education Program. I would like to ask you a few questions, to which I would like you to respond. These questions and your answers will be recorded and be treated in accordance with the regulations of the Institutional Review Board, which we have just talked about. Do you mind? (Turn on the tape recorder.)

1. What is your name?

2. What is your title?

3. What can you tell me about the history of federal legislation supporting adult education?

4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments for the regional instructional specialists?

6. Program managers work in some regions. What is the history of this position?

7. Under what authority at the federal, state, and local levels does the adult education program operate?

8. Describe the financial support for adult education and specifically the regional instructional specialist.

9. What supervisory positions at the state level and at the regional level are in place to oversee the work of adult education and the regional instructional specialist?

10. Describe the chain of command in adult education from the state level to the regional level, including your position.

11. What counties and cities are served by the Mount Rogers Regional Adult Education Program?

12. Which adult education site is the farthest from the regional office in Abingdon? How many miles from end to end?

13. How does the geography of the region affect the work of the regional instructional

specialist as to class visits or professional development?

14. What is the role of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program? At the state level?

15. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?

16. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to educational levels for the Mount Rogers Region?

17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.

18. What programs are provided in the following areas?

- Corrections
- Family literacy
- English as a second language
- Workplace
- Technology
- Literacy
- High school equivalency
- Learning disabilities
- Other areas

19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?

21. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.

22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?

23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit, what reports are made and to whom?

24. Community literacy groups participate in some localities. How do these literacy groups

contribute to the goals of adult education?

25. What technical assistance is given by the regional instructional specialist to these literacy groups?

26. Adult education is a partner in the Workforce Investment Act One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist? Please comment on any workplace programs that receive your services.

27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?

28. What linkages are made at the local level? PROBE: How does the regional specialist help? (Include Regional Literacy Coordinating Committee.)

29. Describe the process for scheduling new classes in a locality.

30. What administrative tasks does the regional instructional specialist perform? This might include ordering supplies, hiring and supervising teachers, and evaluating performance.

31. What equipment and personnel are available to assist the regional instructional specialist in the daily routines of the office?

33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?

36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?

37. What success stories can you share with me?

Maxine Mullins
Regional Instructional Specialist

Protocol for a TEACHER

Good evening. I am Maxine Mullins, a student at Virginia Tech. I am conducting research on the role of the regional instructional specialist in the Virginia Adult Education Program. I would like to ask you a few questions, to which I would like you to respond. These questions and your answers will be recorded and be treated in accordance with the regulations of the Institutional Review Board, which we have just talked about. Do you mind? (Turn on the tape recorder.)

1. What is your name?

2. What is your title?

4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.

5. What were the job assignments of the regional instructional specialist?

6. Program managers work in some regions. What is the history of this position?

13. How does the geography of the region affect the work of the regional instructional specialist as to class visits or professional development?

17. Describe the need for the services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.

18. What programs are provided in the following areas?

- Corrections
- Family literacy
- English as a second language
- Workplace
- Technology
- Literacy
- High school equivalency
- Learning disabilities
- Other areas

19. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?

21. One of the assignments for the regional instructional specialist is staff development.

Describe the involvement of the regional instructional specialist in this process for the Mount Rogers Regional Adult Education Program.

22. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given and when?

23. Technical assistance might include class visits. When are visits made to classes? Who decides which classes to visit? PROBE. What observations are made? After a class visit, what reports are made and to whom?

27. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment method? When and where are advertisements used?

28. What linkages are made at the local level? PROBE: How does the regional specialist help? (Include Regional Literacy Coordinating Committee.)

29. Describe the process for scheduling new classes in a locality.

32. What reports are submitted to and by the regional instructional specialist?

33. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

34. Describe a staff development program that you have had or that is planned.

35. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?

36. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?

37. What success stories can you share with me?

Maxine Mullins
Regional Instructional Specialist

Protocol for a STUDENT

Good evening. I am Maxine Mullins, a student at Virginia Tech. I am conducting research on the role of the regional instructional specialist in the Virginia Adult Education Program. I would like to ask you a few questions, to which I would like you to respond. These questions and your answers will be recorded and be treated in accordance with the regulations of the Institutional Review Board, which we have just talked about. Do you mind? (Turn on the tape recorder.)

1. What is your name?

34. What types of referrals do the regional instructional specialist and others make in the adult education program (Department of Social Services, Virginia Employment Commission, Department of Rehabilitation, health department, for example)?

37. What success stories can you share with me?

Appendix E

Content Validation for Interview Questions

This content validation is designed to assist the researcher with the development of an interview protocol. This instrument will be used in a study to determine the role of the adult basic education regional instructional specialist in Virginia by studying one region in Southwest Virginia.

Instructions

Please review the content of the items and respond as follows: First, select the domain in which you think the item best fits. Then rate the clarity of the item.

Domains and Definitions

Using the definitions of the domains below, categorize each statement by circling the appropriate number in the column labeled "Domain." Leave blank any statement that does not fit a domain.

DOMAINS	DEFINITIONS
1. Historical Context	The history of adult education and the position of regional instructional specialist for adult basic education in Virginia.
2. Legal Context	The legal provisions and requirements for the position of regional instructional specialist, authorization for the position, contractual provisions, program funding, and governance structure.
3. Geographical Context	The local governmental agencies within the planning district, the educational programs, physical distances, and topographical aspects.
4. Program Context	The demographics of the region, the need for services, and national and state program standards and benchmarks.
5. Program Tasks	The contractual services rendered. These include staff development, technical assistance to teachers and others, workplace literacy, recruitment, and linkages with other agencies.
6. Administrative Tasks	The routine tasks associated with the work performed in the office, such as phone calls, supply orders, and scheduled

	appointments.
7. Outcomes	The measures of outcomes as associated with the core standards of quality of the adult basic education program in Virginia, such as recruitment strategies, educational gains, and referrals.

Maxine Mullins
Regional Instructional Specialist

DOMAINS ASSOCIATED WITH THE ROLE
OF THE ADULT EDUCATION REGIONAL INSTRUCTIONAL SPECIALIST

Directions: Circle the number of the appropriate response.

Domain: (1) Historical context (2) Legal context, (3) Geographical context, (4) Program context, (5) Program tasks, (6) Administrative tasks, (7) Outcomes

Clarity Ratings: 1 = not clear at all, delete; 2 = somewhat clear, revise; and 3 = clear, leave as is. If you rate an item 1 or 2, please make recommendations for changes in the item. Use the back of the sheet as necessary.

Item	Domain	Clarity
1. What is your name?	Demographics only	
2. What is your title?	Demographics only	
3. What can you tell me about the history of federal legislation supporting adult education?	1 2 3 4 5 6 7	1 2 3
4. Describe the history of the position of regional instructional specialist, including when it was started and the selection process.	1 2 3 4 5 6 7	1 2 3
5. What other regions were involved in this preliminary "start-up" of regional programs?	1 2 3 4 5 6 7	1 2 3
6. Regional instructional specialists have since been hired in other regions in Virginia. What is the history of this position?	1 2 3 4 5 6 7	1 2 3
7. Program planners work in some regions. What is the history of their position?	1 2 3 4 5 6 7	1 2 3
8. Under what authority at the federal, state, and local levels does the adult education program operate?	1 2 3 4 5 6 7	1 2 3
9. How does the position of regional instructional specialist fit into the state structure for adult education? How does your position fit?	1 2 3 4 5 6 7	1 2 3
10. Describe the financial support provided for the regional instructional specialists.	1 2 3 4 5 6 7	1 2 3
11. What supervisory positions at the state level and at the regional level are in place to oversee the work of the regional instructional specialist?	1 2 3 4 5 6 7	1 2 3
12. What is the role and influence of the Regional Literacy Coordinating Committee in the Mount Rogers Regional Adult Education Program?	1 2 3 4 5 6 7	1 2 3

Item	Domain	Clarity
13. What is the role and influence of this committee at the state level?	1 2 3 4 5 6 7	1 2 3
14. What counties and cities are served by the Mount Rogers Regional Adult Education Program?	1 2 3 4 5 6 7	1 2 3
15. Which adult education site is the farthest from the regional office in Abingdon? What distances are covered?	1 2 3 4 5 6 7	1 2 3
16. How does the geography of the region affect the work of the regional instructional specialist as to class visits or professional development?	1 2 3 4 5 6 7	1 2 3
17. Describe the chain of command in adult education in the region and relate it to the entire state structure.	1 2 3 4 5 6 7	1 2 3
18. If there is a locality in this region that does not fully participate in the program that provides the services of the regional instructional specialist, how is that program served?	1 2 3 4 5 6 7	1 2 3
19. The Adult Education and Family Literacy Act designates target populations to receive adult education services. What are the demographics related to the Mount Rogers Region?	1 2 3 4 5 6 7	1 2 3
20. What programs are provided in the Mount Rogers Region in the following areas: • Corrections • Family literacy • English as a second language • Workplace • Technology • Follow-up of students • Further training or education • Literacy • High school equivalency (GED) • Learning disabilities and the adult learner • Other areas	1 2 3 4 5 6 7	1 2 3
21. What data are collected for use by the staff, including teachers, program managers, and regional instructional specialists?	1 2 3 4 5 6 7	1 2 3
22. What type of training is provided for regional instructional specialists to enhance understanding of the expectations of the program for them and those	1 2 3 4 5 6 7	1 2 3

Item	Domain	Clarity
with whom they work?		
23. Describe the need for services provided by the regional instructional specialist in adult education in Virginia and specifically in the Mount Rogers Region.	1 2 3 4 5 6 7	1 2 3
24. How do the regional instructional specialists allot their time in relation to specific program tasks?	1 2 3 4 5 6 7	1 2 3
25. One of the assignments for the regional instructional specialist is staff development. Describe the involvement of the specialist in this process for the Mount Rogers Regional Adult Education Program.	1 2 3 4 5 6 7	1 2 3
26. Describe the process for scheduling (or not scheduling) new classes in a locality.	1 2 3 4 5 6 7	1 2 3
27. Technical assistance is one task assigned to the regional instructional specialist. What type of assistance is given to the teachers (and when)?	1 2 3 4 5 6 7	1 2 3
28. Community literacy groups participate in many localities. Which, if any, counties have such groups in this region?	1 2 3 4 5 6 7	1 2 3
29. How do these literacy groups contribute to the goals of adult education, and what technical assistance is given to them by the regional instructional specialist?	1 2 3 4 5 6 7	1 2 3
30. Technical assistance might include class visits. When are visits made to classes? PROBE: Who decides which classes to visit? What observations are made? After a class visit, what reports are made and to whom?	1 2 3 4 5 6 7	1 2 3
31. Adult education is a partner in the Workforce Investment Act (WIA) One-Stop. What educational services are provided for the WIA that relate to the regional instructional specialist?	1 2 3 4 5 6 7	1 2 3
32. Recruitment is listed as one task for the regional instructional specialist. What have you found to be the best recruitment methods? When and where are advertisements used?	1 2 3 4 5 6 7	1 2 3
33. The governor of Virginia appoints members to the Virginia Advisory Council for Adult Education and Literacy and the executive director for the Council. How are referrals and linkages made at the local level? PROBE How does the regional instructional specialist help?	1 2 3 4 5 6 7	1 2 3

Item	Domain	Clarity
34. What administrative tasks does the regional instructional specialist perform? These might include ordering supplies, hiring and supervising teachers, and evaluating performance.	1 2 3 4 5 6 7	1 2 3
35. What equipment and personnel are available to assist the regional instructional specialist in the daily routine of the office?	1 2 3 4 5 6 7	1 2 3
36. What reports are submitted to and by the regional instructional specialist?	1 2 3 4 5 6 7	1 2 3
37. How many classes are in operation in the Mount Rogers Regional Adult Education Program?	1 2 3 4 5 6 7	1 2 3
38. How many adults has the Mount Rogers Regional Adult Education Program served since becoming a regional program?	1 2 3 4 5 6 7	1 2 3
39. Describe a successful staff development program that you have had or that is planned.	1 2 3 4 5 6 7	1 2 3
40. What types of referrals do the regional instructional specialist and others make for adults in the adult education program? (Department of Social Services, Virginia Employment Commission, Rehabilitation, health department, for example)	1 2 3 4 5 6 7	1 2 3
41. If the position of regional instructional specialist became a full-time position, what results could you anticipate in the Mount Rogers Region and across the state?	1 2 3 4 5 6 7	1 2 3
42. What future plans for adult education involve the regional instructional specialists across the state and especially in the Mount Rogers Region?	1 2 3 4 5 6 7	1 2 3
43. What success stories can you share with me?	1 2 3 4 5 6 7	1 2 3

Appendix F

Raw Data Matrices, Tables F1 through F6

Table F1

Raw Data Matrix for the Historical Context of the Position of Regional Instructional Specialist

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	In 1976, I began teaching adult education because each of the counties had to provide for the under-educated. (BC, I, 7-8)	I had met _____ who was appointed state Director of Adult Education. (BC, I, 30-31)	The workplace programs: Once through recruitment, you get the word out about free adult education classes. They are there for the taking. People really started getting on the bandwagon, calling up and finding out where the closest class to where they lived was, and the time, and so forth. But through the local people, we were able to almost immediately establish classes. (BC, I, 159-162)	Now days you have all these new companies coming along with new materials. Computer assisted instruction. We don't really teach computers, per se, unless there is a special need. Our teachers are all computer literate. We have been fortunate enough to have money in the Mt. Rogers Region to put a computer with each of our classes. More with some, depending on local moneys. The local person would see that the classes have what is needed. (BC, I, 198-202)	If the position became full-time, I could see that there might not be a need for the lead teacher, for you would be available and in the area more often. (BC, I, 246-247)
	When I was chosen to do it [teach adult education], I worked along side another gentleman. We had no formal training for Adult education at that time, because it wasn't what I call a legitimate educational department. (BC, I, 8-11)	My immediate state supervisor, my immediate supervisor, was ____. At that time, the state had three or four administrators who had humongous areas to cover. (BC, I, 39-41)			
		This position did not come about until 1989, and I had been working in nothing but adult education for 11 years. (BC, I, 43-44)			

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	When the specialists' group first came into being, when I was first hired, the state set up workshops. That's when the educational aspect was developed: what to teach, how to teach, how to prepare the students, the whole bit. We went to Richmond two or three times a year for different programs. They proved to be very, very, very beneficial. (BC, I, 94-96)	When they appointed me as part time administrator, GED Specialists we were called at that time. There were ten appointed for the state. (BC, I, 52-53)	For instance, we have a K-Mac Corporation down near Bristol. It is very worker-oriented. They called us up; we went down. _____, my program planner, & I went down together. We talked about how the classes would operate. (BC, I, 168-171)		
	Just Washington County at the time. This transpired into a job at Washington County Skills Center where I was employed. I taught GED there, continuing to add to the game plan we had had. (BC, I, 18-22)	When she [program manager] came on board, it [the regional program] really came to the forefront. (BC, I, 73)			
		When I called the state administrator, _____, I asked if there was any way we could have a full-time administrator. (BC, I, 63-68)			

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program		The program managers grew from the position of specialists. A for instance on that, when I was doing the specialist's work in the seven areas, I saw the need for a full-time person. I called the state administrator, and said, "Look! In order to do the proper job, you need full-time administrators in these areas. We need to have an office set up, someone there full-time." (BC, I, 57-60)			
		He indicated the state had some money. He said, "___, we can't do this without the approval of the superintendents." I said, "What about me getting a kind of consortium together? Through that we can get the approval of the superintendents within my area." He said, "If you can, I'll hire a full-time person." (BC, I, 64-67)			

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
Former director of the Virginia Office of Adult Education and Literacy	The way I understand it is that the specialists were to provide instructional leadership, because adult education in general does not have the staffing that allows school divisions, or consortiums, to have someone to work with teachers of adult education. So the instructional specialists were to take the place of what we think of in K-12 as a lead teacher or an instructional supervisor. (T, I, 22-26)				It is time to kind of take a look at that again. I think the best way to do that is to just have an announcement that folks can complete an application and make their case for why they need to do it. So if we are doing that, this will be an opportunity to say, "All right, we want instructional specialists to do these kinds of things. We want the person you hire to demonstrate that they have the background to do it." (T, I, 75-79)
	In the past, of course, the specialists were distributed pretty much across the whole state. There are very few localities that don't have the services of a specialist. (T, I, 71-73)				It would be very helpful for the specialists to say that someone is really struggling in ABE and reading, and we don't know where to go. That's the kind of role I see for the future. (T, I, 99-101)

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
Former director of the Virginia Office of Adult Education and Literacy					What we don't want is a position where somebody can just put somebody in, just because they just want to give them a job, or they just want to move them out of a position. We want somebody that is really committed to the work and is willing to do what needs to be done. I anticipate that when we do this in the next year or two, that will be an opportunity to really take a look at the role of the specialist and manager. (T, I, 80-83)
Regional program manager for the Mount Rogers Regional Adult Education Program	The regional program started ten years ago, and _____ was the first regional manager, at that time it was called. (SS, I, 36-38)	The role is to oversee the operation of adult ed., to recruit, to manage funding, to provide technical assistance, to locate funding, to be a voice for adult ed, and a lobbyist for the program. (SS, I, 39-40)		The specialist that was here previously was here for about 15 years. She was a very strong component – very active and very effective in recruiting and building the program. She is now retired. (SS, I, 27-29)	

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
Regional instructional specialist for the Mount Rogers Regional Adult Education Program				My interest was piqued originally when I met with [the former regional specialist] the first time. . . . I was interviewed by [the program manager and chairman of the board]. By application and resume alone, I don't think I was in the top pool. I don't think I was the number-one choice until after the interview. Seven years experience accumulated total. In adult education it has been three years. (CH, I, 19-29)	
Teacher 1				[The specialist] didn't always conduct the training, but arranged it. (SH, I, 48)	I have been told that more of the classroom observation duties will be taken on by the regional lead teacher. (SH, I, 44-46)

Maxine Mullins
Regional Instructional Specialist

Source of data	Beginnings Before 1989	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
Teacher 1				She handled [technical assistance] also. If she did not know the answer, she could refer you to someone who did. I kinda wonder how it is going to work out. (SH, I, 54-56)	Folks in Richmond at the Learning Center will be coming down to the areas to conduct the training. (SH, I, 46-48)

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

Table F2

Raw Data Matrix for the Legal Context of the Position of Regional Instructional Specialist

Source of data	Funding		Governance	Authorization and contractual provisions	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	We had no money, or if there was money allocated, the county had put it elsewhere. Very little was there except to pay a meager salary. (BC, I, 13-14)	In 1989 the state came up with money allocated specifically for adult education. This came about through Governor Baliles, and his wife, Jeannie Baliles, with his wife taking on the project of adult literacy. (BC, I, 23-25)	When Mt. Rogers was first formed. The superintendents did not want to play a direct role. They had a designee from each of the areas. This designee served for each area. We had seven, since we served seven school areas. These seven designees comprised the board that governed what we did as a regional program. They gave us direction. They met once a month. (BC, I, 116-119)		
	We have been fortunate enough to have money in the Mt. Rogers Region to put a computer with each of our classes. More with some, depending on local moneys. The local person would see that the classes have what is needed. (BC, I, 200-202)	And with the funding, we were able to get materials for the classrooms. We were able to buy a variety of books, through Steck-Vaughn and others, to prepare the students for their tests. (BC, I, 97-99)			

Source of data	Funding		Governance	Authorization and contractual provisions	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	The workplace people bought into the program. They paid for our services for their employees. In turn, they would pay, maybe 99% of the time, would pay for the employee getting their GED. Now days, you think that $35.00 isn't much; but to a lot of people, $35.00 is a trip to the grocery store. These employers would pay for the instructor; sometimes we would split it half & half if there was money in that area. (BC, I, 295-298)				
Former director of the Virginia Office of Adult Education and Literacy	They [specialists] are funded with state funds. The state funds for adult education . . . were originally allocated in 1988, I believe. This is money for the commonwealth and this money is used for grants for different projects. (T, I, 13-15)	Then, of course, performance measures are in place. All that will drive funding. (T, I, 60-61)	Why bring these people [Advisory Council that was mentioned in the code] together when they didn't know what to do, unable to function, and no money to operate it (T, I, 135-139)	Advisory committee which is a standing committee with the [Virginia] Board of Education: very active, very interested . . . very knowledgeable about adult education (T, I, 136-138)	WIA is going through reauthorization . . . our program is supposed to produce people for the workforce. (T, I-2, 51-52)

Maxine Mullins
Regional Instructional Specialist

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Former director of the Virginia Office of Adult Education and Literacy	It [regional specialist's position] is not an entitlement; it is viewed as special projects. (T, I, 17-18)	While we have received additional funding this year through the state, for the first time since 1988, Governor Warner has been able to get us more money. It is about $2 million. (T, I-2, 111-112)	The way I understand it is that the specialists were to provide instructional leadership, because adult education in general does not have the staffing that allows school divisions, or consortiums, to have someone to work with teachers of adult education. So the instructional specialists were to take the place of what we think of in PreK-12 as a lead teacher or an instructional supervisor. (T, I, 24-28)	We are under the Workforce Investment Act, Title II, of 1998 at the federal level. That money flows to the Commonwealth to be distributed. Then the Code of Virginia gives the authority for adult education to local school divisions. The Department of Education oversees the state monies that are available to flow that way. (T, I, 6-9)	I anticipate that what we will do in the next year or two is put these positions out for bid again.(T, I, 80-82)
	I think that we run into problems trying to offer things to people, under limitations of their budget, trying to pay them, or as I said talking them into it because it's a good idea. (T, I, 189-191)				It is time to take a look at that again. I think the best way to do that is to just have an announcement that folks can complete an application and make their case for why they need to do it. (T, I, 87-89) We want somebody that is really committed to the work and is willing to do what needs to be done. (T, I, 93-94)

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Former director of the Virginia Office of Adult Education and Literacy	We are very concerned because in the President's proposed budget, Virginia would lose 75% of the funding, which would just devastate our program. (T, I-2, 110-111)	We have received a little bit of additional money in the EL/Civics program. But not enough to really address the need. (T, I-2, 94-95)	The local school division actually has the authority to choose the people and contract with them. They operate under the structure there. Whatever the rules and operating procedures are. So they don't work for us. But they are there to carry forth the programs that the state is putting into place. (T, I, 40-43)	Now that we are being told to get those standards developed, I think that everybody will have trouble pulling that off. The state offices are so small; again that is why the specialists become so important. (T, I, 337-339)	We are in a continuous improvement system with NRS. So ever year each of our sixteen targets goes up. We negotiate those, and those levels are based on performance. (T, I-2, 86-87)
Regional program manager for the Mount Rogers Regional Adult Education Program	A large portion of our money does come down from the federal government, Some of the money is funded by the state and 15% is funded by the locality. (SS, I, 17-18)	Each planning district with a regional specialist receives $35,000 to budget toward the work of the regional specialist, separate from the 15% matching budget. (SS, I, 53-55)	Supervisory position at state – I rely heavily upon [state specialist for program]. I'm very comfortable calling [the state director]. I have no problem with doing that. (SS, I, 58-60)		

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Regional program manager for the Mount Rogers Regional Adult Education Program			The lead teacher is responsible for all the teachers in her county. She (or he) oversees any evaluation that needs to be done. They visit the classroom to make sure that the classes are running smoothly; they check with the teachers to see that they have the materials they need; they do class visits just like we do. They are responsible for collecting the data. (SS, I, 84-87)		

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Regional program manager for the Mount Rogers Regional Adult Education Program			Well, we receive our direction from the state and see that the policies and requirements from the state and federal government are carried out. It laps over into many areas: into funding, assessment, (Particularly now that the federal government is requiring so much accountability, assessment is a very big factor. We have to prove that our programs are effective).We have to make sure that we are following the mandates of the federal government in the areas of family literacy, technology, health initiatives, workplace skills. We have to make sure that these things are carried out. (SS, I, 45-51)		

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Regional instructional specialist for the Mount Rogers Regional Adult Education Program	I don't know a lot about it [the budget]. I know that I am allotted for not more than 20 hours per week. Of course we always go over that, so we try to make sure of someway to compensate for that. I devote as much time to a project, even if I go over. I can take off some time later on, if needed. All the supplies come through the regional budget. I think that each locality is charged 5% for office operation. (CH, I, 41-46)		The program manager – She sometimes tells me what she needs me to do, and sometimes I just say this is what I need to do. We really work as a team. (CH, I, 49-50)	Obviously at the state level, we have good in-service and training. At least the things we need to carry back to the teachers, the instructors, as to what they are expected to do. I have had training on the NRS [National Reporting System], GED Connection, and will be having training shortly on GED as Project. . . . Program Developer through WIN [Workforce Investment Network]. That is Master's coursework through JMU [James Madison University]. We will also be involved with teacher observation as a pilot. (CH, I, 94-99)	I would like for us to refine what the state has implemented this year. In other words, I don't want us to do one thing this year and next year have to do a whole new thing. . . . I think our teachers are sometimes bombarded with different things, so I want to transition in new things and refine the old techniques. (CH, I, 139-145)

Source of data	Funding		Governance	Authorization and contractual provisions	Future
Regional instructional specialist for the Mount Rogers Regional Adult Education Program				This year it has been based a lot on what the state has required us to do. From my point of view, I would like for us to refine what the state has implemented this year. (CH, I, 140-142)	
Local adult education administrator		We [advisory board] felt like that person was providing a great deal of support to the teachers that we have in the region, and we felt like we needed more hours for it. (ET, I, 42-44)	It's not a typical teacher's contract. It's different. (ET, I, 103)	We've moved from – when I came it was a 20-hour week. We had to bump that up to 30 hours a week. (ET, I, 41-42)	The possibility of dual enrollment with Virginia Highlands Community College, that's one of the things we discussed at our board meeting recently. (ET, I, 78-80)

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

Table F3

Raw Data Matrix for the Geographical Context of the Position of Regional Instructional Specialist

Source of data	Beginnings 1988	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	What it was to involve was seven school districts: The cities of Bristol and Galax and Washington, Smyth, Wythe, Bland, and Grayson Counties. (BC, I, 34-36)	Carroll County is a very different situation. Prior to the regionalization coming about, Carroll County, from whatever source, had been awarded a huge amount of money. They had their full-time program up and running. (BC, I, 123-124)	That came about because of our area being so large, that we felt that the need wasn't being met as often as it could be. So a lead teacher was appointed, actually by the administrator - board member. That person was always available to the teachers in their city or county. They could always get a call to them - not that they couldn't get a call to us at the office. (BC, I, 237-240)		

Source of data	Beginnings 1988	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	The service area in which I worked is so large, it took almost two hours to get to Galax, for instance. (BC, I, 37-38)	We were talking about scheduling visits. I tried to get to each of my areas once a month. Each of my areas might have five or six classes going. I tried to get, within the year, to every one of the classes within my region. That was hard, because a lot of them met at night. Some were in Rocky Gap or Fries, VA, or White Top Mountain. Or really backwoods areas. (BC, I, 151-154)	We are considered rural when compared to those in central and northern Virginia. They are more inner city. . . , but each region is unique in its needs. (BC, I, 215-217)		
	My job encompassed all kinds of things, such as working with recruitment, working with the local literacy group, doing the workshops for the teachers, setting those up and overseeing those, about six or eight-fold. (BC, I, 79-81)	At that time, the state had three or four administrators who had humongous areas to cover. [This area] involved somewhere from Harrisonburg down to the far southwest part of the state. [The administrator] had a huge area. (BC, I, 40-42)			

Source of data	Beginnings 1988	First five years 1989-93	Next five years 1994-98	Next six years 1999-2004	Future
Regional program manager for the Mount Rogers Regional Adult Education Program				Galax [farthest from the regional office] is 185 miles round trip. (SS, I, 75-76)	Certainly the distance is a handicap. But everyone works together. (SS, I, 79)
					We have regular meetings, especially with lead teachers. (SS, I, 80)
Local adult education administrator				It [geography] does result in higher costs, as far as our people in the Mount Rogers regional office have to travel quite a bit. Where they are right here in Abingdon and I'm right here in Abingdon, we have a little more access. (ET, I, 114-116)	With technology now, and emails, and we have board meetings every couple of months. (ET, I, 116-117)
				If they have to be somewhere else, in one of the other counties, they will go. So I've not seen it personally as a problem. I have not heard any criticisms. (ET, I, 118-119)	

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

Table F4

Raw Data Matrix for the Program Context of the Position of Regional Instructional Specialist

Source of data	Need for services	Demographics	Standards and benchmarks
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	Staff development came two, sometimes three, meetings per year. We did a questionnaire with the teachers to see what they needed help on. Our meetings were geared around their needs. We brought in speakers; we had materials available. That's how their needs were met. (BC, I, 206-208)		
	Doing workplace education programs, meeting with business and industry, getting them to commit to buy into the program, either on-site classes or one of our local programs. (BC, I, 81-83)		
	They are there for a purpose. That purpose is to fulfill a dream, many times. To learn to read, so they can read the Bible, or read to their children or grandchildren, or help their grandchildren with homework. (BC, I, 180-192)		

Source of data	Need for services	Demographics	Standards and benchmarks
Former director of the Virginia Office of Adult Education and Literacy	But the money we operate with at the federal level and at the state level, for it is matched with state money (that makes the state money the same), is all about Workforce Development. (T, I, 267-269)		We will be asked to develop content standards in the near future. For reading, math, ESOL [English for speakers of other languages], at ABE [adult basic education], Adult Secondary. But we already have standards for performance. (T, I, 289-290)
	The role is to educate people for Workforce Development. (T, I, 277-278)		The things that policy makers ask always go back to measurement and performance. Always. They want to know how you are doing, how many people are getting jobs because of the program, how many people have gone on to the community college because of what you are doing. That's the bottom line. (T, I, 298-301)
			While there are people that think this is too much for adult ed, all this standards movement, accountability, this is the real opportunity to move the system forward. (T, I, 294-296)
Regional instructional specialist for the Mount Rogers Regional Adult Education Program	This year it has been based a lot on what the state required us to do. (CH, I, 140-141)		
	I think our teachers are sometimes bombarded with different things, so I want to transition in new things and refine the old techniques. (CH, I, 143-145)		
	I want to look at one-on-one, I think that is where the teacher observation will come into play. (CH, I, 145-146)		

Source of data	Need for services	Demographics	Standards and benchmarks
Regional program manager for the Mount Rogers Regional Adult Education Program	Corrections We have classes set up at the Bristol Jail, the Washington County Jail, and the Wytheville Jail. (SS, I, 103-104)	The average for our region of adults without a high school diploma is 32%. That varies from locality to locality. Some emphasize 36 to 37%. We have the highest unemployment rate in the state (this region). I don't have specific numbers on literacy at this time, but I know that a large percentage of adults are in the lowest literacy level. (SS, I, 96-100)	
	Workplace We are working on that. We have a couple in some localities. We are in the one-stop centers. Galax, have one starting in January in Wytheville, we have one in Marion and are working on the one in Bristol. We have one in Glade – the Virginia Glove class for displaced workers. (SS, I, 110-112)		
	English as a second language: We have one in Galax. (SS, I, 109)		
Local adult education administrator	I don't think the One-Stop has been as effective as a class site. I know that the last trip I made to the One-Stop, the place was pretty empty. (ET, I, 175-176)		Compared last year's and this years. Tremendous gains. We had about three hundred more students that took the test this past month. Plus the pass rate went up, like 74% pass rate to 86% pass rate. (ET, I, 157-160)

Source of data	Need for services	Demographics	Standards and benchmarks
Regional program manager for the Mount Rogers Regional Adult Education Program	Literacy: We have a program here in Washington County, the HELP program . . . one in Wytheville called One on One . . . one in Smyth County at their library. . . . They get their own funding. (SS, I, 116-121		

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

Table F5

Raw Data Matrix for the Program Tasks of the Position of Regional Instructional Specialist

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	The RLCC [Regional Literacy Coordinating Committee] in our region is different than in other regions, I have noticed. We had a very active RLCC. The director or chair person of it was always bringing in speakers from the state, such as the head GED administrator, to talk about testing, what to do, how to go about it. Things of interest. The RLCC was composed of all different agencies. This made the community more aware of what was going on, as well as helping us to know what was needed. (BC, I, 108-112)	We had a similar circumstance happen at Bristol Compressors. This company employs about 2500 people. One of the gentlemen who started in our program initially, a fellow by the name of _____, and I can use his name because he doesn't mind. He was our main person there. He recruited more people for us than you can ever imagine. ____, when he started with us, could not read nor write and was one of Bristol Compressors' most faithful workers. (BC, I, 176-180)	These meetings were comprised of teaching techniques, new materials, updated materials from the different book publishers. That is very difficult now to do. We have to pretty much rely upon the teachers. When they go once or twice a year to state meetings, book publishers are there. They get information about new materials, the levels of the books, and how they can be used in the classroom. (BC, I, 192-195)	The workplace programs: Once through recruitment, you get the word out about free adult education classes. They are there for the taking. People really started getting on the bandwagon, calling up and finding out where the closest class to where they lived was, and the time, and so forth. But through the local people, we were able to almost immediately establish classes. (BC, I, 159-162)	Technical assistance, for me, meant that if a teacher was having a problem of some sort, I needed to go to that particular class, see what the problems were, and try to show her or him how to do it, and help them overcome whatever problem they had – to show them how to do certain things in the classroom. I think each region is unique in its own way. (BC, I, 212-215)

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	I spoke to almost every Chamber of Commerce in the region. When you go to the Chamber of Commerce and different agencies, word gets out about the services you offer. (BC, I, 162-163)	Recruitment is always a priority, for if you don't have students, you don't have classes. Trying to come up with new ideas for recruitment. There again, at our in-services at the beginning of the year, we would give out a questionnaire. (BC, I, 222-224)	We had about 50 instructors in my region. (BC, I, 225-226)	For instance, we have a K-Mac Corporation down near Bristol. It is very worker-oriented. They called us up; we went down. _____, my program planner, & I went down together. We talked about how the classes would operate. (BC, I, 168-170)	I had a checklist. [The program manager] and I sat down and made a checklist to see how they were doing. This was totally private. It was not shared with them. But we had an idea where their needs were. . . . In a very discrete way, we would help with certain things – make suggestions and so forth. (BC, I, 230-233)
	We did programs with People, Inc. and Head Start. But it seemed that we could never get it [family literacy] going like we would have wanted. (BC, I, 329-330)	One thing about adult education is – people that you have in class are there #1 because they want to be. They're not being forced. (BC, I, 179-180)	Staff development came two, sometimes three, meetings a year. We did a questionnaire with the teachers to see what they needed help on. Our meetings were geared around their needs. We brought in speakers and had material available. That is how we met their needs. (BC, I, 206-208)	I had many a grown person in their late 40s or early 50s who sat and talked with me and cry like a baby. They would drop their head and say, "Mrs. ____, I can't read. Can you help me?" They were put in a position where they knew they could not get a job. (BC, I, 138-149)	I tried to get to each of my areas once a month. Each of my areas might have five or six classes going. I tried to get, within the year, to every one of the classes (BC, I, 151-152)

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	We had jail programs in all our programs. We are in the process of getting a regional jail, which will offset some of those. For instance the City of Bristol jail, we usually got 12 - 15 GED graduates there a year. (BC, I, 316-317)			In the last number of years, we have had a number of plant closures. We did what they called "Rapid Response Meetings" for the employees, of whom most were devastated over losing jobs. (BC, I, 128-130)	We have been fortunate to have money in the Mr. Rogers region to put a computer with each of our classes. (BC, I, 200-201)
	What we did with the 0 to 4th grade level, we worked with the local literacy group. Generally at the library. They had people who could teach the non-readers. They worked with their people till they got to the fourth grade level. Then they transitioned into our program. We always had a very close relation with the literacy people. We could not have done it without them. (BC, I, 100-103)			Used to be what we called JTPA [Job Training Partnership Act]. The moneys were made available and were vied for by different agencies. It came down to the point of being given to the VEC [Virginia Employment Commission] offices. In doing so, they set up the ONE-STOP, where a person can go and get any service that is needed. (BC, I, 257-259)	

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
First regional instructional specialist for the Mount Rogers Regional Adult Education Program	What we did with the 0 to 4th grade level, we worked with the local literacy group, generally at the library. They had people who could teach the non-readers. (BC, I, 94-96)		These meetings were comprised of teaching techniques, new materials, [and] updated materials from different book publishers . . . once or twice a year. (BC, I, 192-193)	I would schedule a trip to talk to someone in human resources[at a business] or some personnel individual. They in turn would talk to their superior, and they would call me back to give a talk to those needing the classes. They would do a survey in their plant to see who might be interested. Of course, you know a lot of them, if they weren't very large, could tell you right off from the applications who had not graduated. . . . We talked about how the classes would operate. (BC. I, 164-170)	
	Doing workplace education programs, meeting with business and industry, getting them to commit to buy into the program, either on site classes or one of our local programs. Most of the time your workplace programs are set up on-site. Linkages through other agencies. We worked with the local jails and set up jail programs for the inmates. We worked very closely with local social services and set up classes. (BC, I, 86-90)				

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Regional program manager for the Mount Rogers Regional Adult Education Program	I have not been involved with that (Regional Literacy Coordinating Committee). [The program manager] was heavily involved. (SS, I, 66-67)	Right now we have TV Ads running, free PSAs [public service announcements] running on radio, we do flyers through report cards in schools, we have brochures set up everywhere. (SS, I, 172-174)	Largely the state has been determining the staff development this year. Because of funding we cannot provide anything over and above that. The teachers are paid for staff development. (SS, I, 203-205)	Basic adult ed, computer literacy, also, we visit the sites (One Stop) once a month for two hours. We can help with the services there. Mentioned: Testing, TABE [Test of Adult Basic Education], data entry - They haven't asked us to [test]. If they need us to, we would, but they haven't asked us yet. (SS, I,166-169)	For class visits: We will set up a schedule. We have a form we use. We interview a student; we also interview the teacher. (SS, I, 159-160)
	We are working on the community colleges. I work with the workforce development people at Virginia Highlands and Wytheville Community Colleges. We are meeting to determine what type of services each partner can provide. (SS, I, 209-211)	We thought we were going to get some money for marketing through the Mt. Rogers Planning District, but the Government grabbed that money. That went down the drain. We could do a lot more if we had the funding. We need to do a lot more, but the money is not there. (SS, I, 175-178)			
	We are going to be looking at Work Keys to at least provide the testing for it. (SS, I, 211-212)				

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Former director of the Virginia Office of Adult Education and Literacy	_____ has been the Lead Agent. She will come from the Lead Agents meeting and let us know here in the office what the RLCCs [Regional Literacy Coordinating Committee] are doing. But we are not involved with the work of the RLCC's. I know that _____ used to go to those meetings all the time. I know I would be welcome to go to those meetings, but I'm not really invited to go. The projects seem to be on target and very supportive with the right kinds of things. I guess they are accomplishing what they need to accomplish. They don't want us to take the money away, so I guess it all works together OK. (T, I, 128-133)	I don't think it should be. That is an administrative job, the program manager's job. The instructional specialist should be dealing with instruction. I don't think they should have to worry about that. Recruiting and public relations and things like that – that's a whole different kind of issue. I think it has been part of the job, but I don't think it should be. (T, I, 200-203)	I think there are places that could be improved and there are places that are fine. Again, some of the problems that the specialists face are really beyond them… It is just so different from a full-time system where you would have staff development days, or you see everybody every day, where you can get to them if you want to hand them a book. . . . There are some people that we have in our specialist system who do not have the skills they need to be good staff developers. We'll be looking at that when we bid it out again. We'll want to see some evidence that this person has those skills. (T, I, 178-195)		They should be visiting classrooms. They should be working on materials with teachers, making sure of the best curriculum, the best materials. They should be making recommendations about how to implement things, such as GED Connection. (T, I, 108-111)

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Former director of the Virginia Office of Adult Education and Literacy		What's the biggest barrier? I go back to the fact that it's a part-time system**.** It will be harder for us, getting access to people. (T, I, 304-305)	VAILL [Virginia Institute for Lifelong Learning]: What we have tried to do is put more focus on what goes on in the classroom. Of course, it is still the practitioner getting the attention. But the idea is "Let's talk about classroom materials, let's talk about what methods you use in the classroom, let's talk about what you do when a learner has learning disabilities." (T, I, 342-345)		Then of course, performance measures are in place. . . . So the instructional specialists are needed now more than ever. . . . if we don't have somebody there to do that, teachers will be totally cut off. (T, I, 60-64)
Local adult education administrator	The possibility of dual enrollment with Virginia Highlands Community College, that's one of the things we discussed at our board meeting recently. (ET, I, 78-80)	The location of classes is not discussed as much as grant opportunities or ESL [English as a second language] programs. (ET, I, 77-78)	She [regional instructional specialist] keeps them informed of the best practices that are happening, and their regulations, and NRS [National Reporting System], the fun things. (ET, I, 51-53)	[The program manager] works with getting more funding, making sure that all our regulations are followed. (ET, I, 60-61)	Our specialist is more (I don't know if this is a good parallel or not) more like a guidance counselor. (ET, I, 59-60)

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Local adult education administrator	More connection with the community college so that people when they get a GED they can make that transition a little easier. (ET, I, 81-82)		She is a support person for teachers. She works with staff development opportunities for the teachers. (ET, I, 50-51)		Most of our teachers are retired teachers. That puts them in the position of really not having any formal training in computer literacy. Or instructing through technology. (ET, I, 125-127)
	They have scholarships for the community college. As a matter of fact, the keynote speaker this year was a person from the community college. He made sure that everyone knew how to register. He was their financial person, actually. He spoke well, of course. But he was there to make sure that everyone had information about how to apply for financial aid. (ET, I, 209-213)				

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Teacher 1	For the lowest level learners, most of the time what we would do (if we cannot accommodate them in the classroom) is called . . . the Highlands Educational and Literacy Program and ask to arrange a tutor. (SH, I, 23-25)		The regional specialist has arranged our spring and fall in-services and any other professional development that she brings in. (SH, I, 13-14)		She also assists with day-to-day issues, such as making sure that we get a certain piece of equipment that we may need to borrow from the regional office. (SH, I, 16-19)
			It could be for ESOL [English for speakers of a second language]. It could be for enhancing reading instruction. (SH, I, 15-16)		

Source of data	Linkages	Recruitment	Staff development	Workplace literacy	Technical assistance
Regional instructional specialist for the Mount Rogers Regional Adult Education Program	We are working to have classes at the vocational school (CH, I, 210-211)			We are actually getting ready to go into some of the big businesses through the resource office. We don't know how effective this is going to be. (CH, I, 174-175)	What I've always considered technical assistance is for them to tell me a need and I meet that need. Also if they have needs in a classroom, I may be the one to take care of that. It may be a simple thing like an extra book, I need extra hands, I need someone to come in and test, any of those types of things. Also giving them technological tools. (CH, I, 143-146)
					And as we implement teacher observation, a lot of that will be changed. Teacher observation is not to determine the effectiveness of the teacher, but to improve the effectiveness of the teacher. (CH, I, 160-162)

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

Table F6

Raw Data Matrix for the Administrative Tasks of the Position of Regional Instructional Specialist

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
First regional instructional specialist for the Mount Rogers Regional Adult Education Program		I worked with _____ on the hiring. It was our choice. So often the recommendation would come from the locality. That made the task easier. The decision was made by the locality. (BC, I, 267-268)		We had state reports that we had to send in monthly and at the end of the year. I didn't do any of the data. (BC, I, 251-252)	The data were sent in monthly by the instructors. (BC, I, 252)
		We had a full time secretary and a part-time girl. That helped with the overall operation of the office – copying, messages, referrals. (BC, I, 272-273)			

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
Local adult education administrator		She [regional program manager] usually keeps a file of potential teachers, and I do, too. Sometimes they end up here first. They are asking me about positions, and sometimes it will happen in reverse. I'll screen and send them down to _____ [regional program manager]. (ET, I, 96-98)	At the jail, probably that will expand to the regional jail. We have classes at the Adult Skill Center and they are really good. (ET, I, 188-189)		Compare last year's and this year's. Tremendous gains. We had about three hundred more students that took the test this past month. Plus the pass rate went up, like 74% pass rate to 86% pass rate. (ET, I, 157-159)

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
Regional program manager for the Mount Rogers Regional Adult Education Program			Right now it is being determined by the VEC [Virginia Employment Commission]. They are calling us and saying, “We have some people who want to be in a classroom." That's why we are working with VEC to start one in Wytheville in January. They are telling us where classes are needed for them. That is where the interest is right now. With the new things coming down from the governor, that is probably where the focus will be in the future. (SS, I, 156-160)		We plan to use the data for planning. We want to see where the need is the greatest and what programs are most effective, to see what they are doing to achieve the numbers they are getting. (SS, I, 128-129)

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
Former director of the Virginia Office of Adult Education and Literacy		They are not supposed to be doing administrative work in the clear definition. In other words they should not be the ones that are entering data into the system as part of the instructional specialist's job. If they are doing that sort of thing, it should be something they are being paid extra for. They should not be directly involved in employing teachers and attending WIA [Workforce Investment Act] meetings and such. That is an administrative task. (T, I, 104-108)			

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
Regional instructional specialist for the Mount Rogers Regional Adult Education Program	I don't order supplies. I usually make a request and pass it along. (CH, I, 187-188)	Outside of communication with the lead teachers and things like that, everything else is ___'s [the regional program manager] responsibility. I talk with lead teachers or at least e-mail them, at least once a week. (CH, I, 188-189)		I do know there is a year-end report that will include teacher observations, to include numbers. I have a copy of it. (CH, I, 197-198)	
	Computers, e-mail, office assistant who is excellent. (CH, I, 194)			Summary of professional development activities, 2003-2004. (CH, D1, 2-100)	
				Summary of technical assistance to instructors. (CH, D1, 57-68)	
				Summary of specialist services – staff development. (CH, D2, 13-30)	
				Summary of specialist services – collaboration. (CH, D3, 12-24)	
				Summary of specialist services – technical assistance. (CH, D4, 12-20)	

Source of Data	Office tasks	Hiring personnel	Scheduling classes	Reports	Data collection
Regional instructional specialist for the Mount Rogers Regional Adult Education Program				Site visits and teacher staff development summary. (CH, D5, all 6 pages)	
				Instructor visits outside of classroom. (CH, D6, all)	
				Classroom visitations. (CH, D7, all)	

Note. All data entries are exact quotations. Coding (e.g., BC, I, 7-8) was BC = source, I = interview, and 7-8 = line numbers.

VITA

MAXINE JEANETTE MULLINS MULLINS

Maxine Jeanette Mullins Mullins was born July 30, 1941, the seventh of twelve children of Paul and Theresa Mullins of Jolo, West Virginia. Her first five years of schooling, grades one through six, were at a two-room rural school in McDowell County. She completed Bradshaw Junior High School in 1955 and graduated from Iaeger High School in 1958. She received her Bachelor of Science Degree in Education from Concord University, Athens, WV, in 1962. Her master's degree was earned at Radford University in 1969 and the Certificate of Advanced Graduate Studies from Virginia Tech in 1993.

Teaching experiences include two and one-half years in McDowell County, WV; one year in Roanoke, VA; and 24 years in Buchanan County, VA. Class assignments included teaching mathematics, French, and social studies in junior high and high school and elementary grades fifth, sixth, and seventh. She served as guidance counselor in elementary and junior high schools and assistant principal in an elementary school. She retired in 1991 from full-time employment and began working part-time in adult education in Buchanan County.

Her first work in adult education was in 1967 when she taught Adult Basic Education in Buchanan County. Her last work was Regional Instructional Specialist for Buchanan, Dickenson, Russell, and Tazewell Counties from 1992 until 2003. She continues to serve with the Buchanan County Literacy Program as a volunteer.

Maxine is a member of Flatwoods Church of Christ, Richlands Chapter #104 Order of the Eastern Star, Delta Kappa Gamma Society International, and the American Cancer Society's Relay for Life team. She remains active with the Boy Scouts of America, from which her son Shaun earned the rank of Eagle Scout. She is married to Arthur Wiley Mullins, and they live in Pilgrims Knob, VA.