

*CERTIFYING
ADULT EDUCATION
STAFF AND FACULTY*

by
Cristine Smith
with
Ricardo Gomez

January 3, 2011



Council for Advancement of Adult Literacy

**1221 Avenue of the Americas - 44th Floor
New York, N.Y. 10020
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FOREWORD

Certifying Adult Education Staff and Faculty was contracted by CAAL to help inform a Roundtable in June 2010, the culminating event of our theme project on this topic. It is the first of two papers we are publishing on staff and faculty credentialing. The next will be an overall report, in the near future, containing CAAL's analysis and recommendations.

This 88-page paper covers a complex array of projects, programs, theories, systems, behaviors, and attitudes. It is a primer on who is doing what across the country. It shows abundant activity, some of it promising, much of it in a state of flux, most of it not yet evaluated. The sheer volume, from state to state and institution to institution, can be confusing in its variety. But it is also reason for encouragement—at a time when professionals are reaching anew for information and guidance about the role of certification in improving the adult education system.

Certifying Adult Education Staff and Faculty was researched between the fall of 2009 and May 2010 by Cristine Smith of the University of Massachusetts (UMass) with the assistance of Ricardo Gomez. They showed great perseverance and sensitivity throughout, and CAAL is deeply indebted to them. Professor Smith brought deep experience to the challenge. She is Associate Professor in the School of Education at the UMass and was the former Deputy Director of the National Center for the Study of Adult Learning and Literacy. She is also the lead investigator in the Nellie Mae-funded “adult transitions longitudinal study, 2007-2011,” has been published extensively, and is a regular presenter in national and international forums. Mr. Gomez, originally from Colombia, is a doctoral student at the Center for International Education (Amherst) at UMass.

CAAL also expresses deepest appreciation to the Dollar General Corporation, the Joyce Foundation, The McGraw-Hill Companies, and many individual donors for enabling this work.

Gail Spangenberg
President, CAAL

Certifying Adult Education Staff and Faculty

PART I

INTRODUCTION & CONTEXT

The Council for Advancement of Adult Literacy (CAAL) commissioned this paper to help inform a CAAL Roundtable in New York City in June 2010. It examines three broad questions: (1) What adult education “certification and credentialing” systems for teachers and staff are currently in use in the U.S. (in terms of standards, requirements, and mechanisms)? (2) What benefits could a comprehensive adult education certification system have—for learners, teachers, and institutions? And (3), based on current practice and understanding, what steps might be taken to further examine difficult issues and develop a comprehensive certification system if one is desired?

A. WHY CREDENTIALING AND CERTIFICATION IS AN ISSUE

Although K-12 research claims that teachers are the single strongest influence on student achievement, in adult education there is a paucity of research showing a direct one-to-one correspondence between teachers’ qualifications and student achievement. It is not always clear what professional qualifications staff and faculty should have or how these qualifications should be validated. Nevertheless, the issue of validating teacher qualifications is relevant for the following reasons:

(1) There is a long-standing, but poorly documented, sense among various interest groups that adult education teachers are not as qualified as teachers in other parts of the educational system, such as K-12 or postsecondary education. This feeling is often expressed by policymakers, researchers, funding agencies, K-12 and postsecondary institutions, and even the adult education field itself. It may be due to the fact that the adult education system has long employed mostly part-time teachers and volunteer tutors who receive minimal formal or pre-service training before they begin teaching adults.¹ Many adult education teachers have been trained and certified

in the K-12 system, but many of them do not consider this adequate preparation for teaching adults for most adult education purposes, whether in group or one-on-one settings.

(2) Adult education teachers are not subject to the same preparation regulations as their counterparts in other areas of the education system. All states require teachers in the elementary and secondary school system to have some form of certification, licensure, or teaching credential before they are hired, or to work toward alternative certification within the first 2-3 years of teaching. In postsecondary education, each institution, to keep its accreditation, must demonstrate that its faculty has advanced degrees. In the past decade, even early childhood education has moved toward formalizing teacher preparation prerequisites. By contrast, adult education teachers in many states are not required to have any particular educational certification or even a bachelor's degree. Some researchers think that lack of universal certification, specifically in adult basic education and literacy, puts the teachers' credibility in question.²

(3) The issue of teacher *quality* (which can also be called teacher effectiveness) is a hot topic and a much-discussed issue in K-12 education. Researchers, policymakers, and funders are not in agreement on the connection in K-12 between teacher qualifications (teachers' educational background, degrees, subject matter knowledge, and pedagogical knowledge and skills) and teacher effectiveness. This thinking naturally carries over to adult education. Moreover, it is a significant pressure point because international assessments, such as the TIMSS and PIRLS,³ consistently demonstrate that children in the U.S. underperform compared to children in countries such as Sweden, Finland, and Japan.

(4) The push for greater accountability in education generally over the past two decades has brought more attention to the issue of adult education teacher qualifications. Since the education reform movement begun by *A Nation at Risk*⁴, there has been a continual push to “outcomes-based education.” The Goals 2000: Educate America Act⁵ helped move things further along that path. One goal of the Act—that children leave 4th, 8th and 12th grade demonstrating competency in such core subjects as English, math, and science—contributed to the emergence of “high stakes” testing, which was legitimized in the *No Child Left Behind Act of 2001*. More recently, in 2003, Title I of the Elementary and Secondary Education Act required states to report on the

quality of teachers and the percentage of classes taught by "highly qualified" teachers in every public school. Although Title II of the Workforce Investment Act does not mandate specific teacher qualifications for adult education, it does mandate an assessment and accountability system that, in the years since, has caused adult basic education and literacy programs to concentrate more on collecting and examining student outcome data, and worrying about whether student performance data will allow them to meet their performance targets. The worries were not unfounded, as the field discovered, when funding for Even Start, the family literacy initiative that included programs for low-literate adults/parents, began to be cut in the mid-2000s. None of these policy developments specifically addressed teacher qualifications or quality, but together they heightened expectations about the outcomes adult students should achieve from participating in adult basic education and literacy programs.

Finally, the issue of universally certifying, licensing, or credentialing adult education instructors has been discussed, formally and informally, for many years by researchers, planners, and practitioners.⁶ In 2000, the field-initiated National Literacy Summit actually produced an action item on teacher certification in its strategic plan for improving access, resources, and quality of adult basic education and literacy.⁷ It called for all states to “*establish a certification process for instructional staff based on standards that value both academic knowledge and life experience, and include alternative assessment methods such as portfolios.*”

B. METHODOLOGY, TERMINOLOGY, DEFINITIONS

The information in this paper comes from numerous sources. It is based on a review of previous articles about certification in adult education, a review of K-12 and adult education research about the connection between certification and teacher quality, interviews with a variety of stakeholders and professionals in the field, and a comprehensive review of website information on certification requirements in adult education. In addition, to get a sense of thinking among current professionals in the field, an online Q-sort survey was undertaken (see Appendix 2). Over the course of two weeks, 428 practitioners, policymakers, and researchers took the survey, which asked them to explain why they rated statements as they did. An analysis of the ratings is

presented in Appendix 2. Quotes taken from respondents' explanations appear in many sections of this document.

As this paper shows, there is great variety in certification efforts across the states. There is also "flexible" use of the terminology of certification/credentialing/licensure. Both complicate the compilation and analysis of data on this topic. Even the name of the system that serves adult students is contentious, since there are so many different student subpopulations. The terms important to this paper are briefly explained below:

(1) **Adult Education**— "Adult education" includes the broad field of "traditional" adult basic education instruction (adult basic education literacy and numeracy, GED or secondary education equivalency preparation, and English to Speakers of Other Languages as defined by the U.S. Department of Education's National Reporting System for Adult Education). The term also encompasses other skills that are often integrated into classrooms for adults, such as the "soft skills" (as defined by SCANS⁸) required for employability and everyday life, the knowledge and skills required for transition to postsecondary education or occupational training, and/or computer literacy skills. Adult education services also include counseling and support to help adults access educational services, increase their educational gains, overcome barriers to learning, and establish both educational and career plans.

(2) **Teacher Quality**—The term "teacher quality" can often be read simply as "effective teacher." Most exploration on this topic is done in K-12 contexts, where teacher quality is often defined as "the ability to positively impact students' achievements, usually measured by a type of standardized test. Researchers tend to use this definition because results can easily be quantified, compared, and analyzed. An effective teacher is most often defined as teachers who raise their students standardized test scores more than their peers."¹⁰ In adult education, definitions should probably go beyond judging teachers by adult students' performance on standardized tests. They should include such things as helping students persist in reaching their education goals (in or out of the classroom) and helping them advance in meeting life goals— e.g., getting a better job, reading to children, reading for personal pleasure, searching the web, getting into college, navigating the health care system, or even learning how to send a text

message on a mobile phone. Moreover, in adult education an effective teacher is necessary but not sufficient for high student achievement, since other factors—such as program leadership, class size, intensity of instruction, time on task, and student characteristics—also play a role in student learning.

(3) **Teacher Qualifications**—Teacher *qualifications* (not the same as “teacher quality”) have to do with key characteristics of the teacher, and generally refer to formal degree level attained, certification status, teaching experience, and performance on tests of pedagogical and subject-matter knowledge or cognitive ability, including verbal ability. [A “highly-qualified teacher” is a specific term generated by the No Child Left Behind Act of 2001. It stipulates that to be highly qualified, “teachers must meet three general requirements: have a bachelor’s degree, be licensed or certified by the state, and demonstrate subject matter competence in each academic subject they teach.”¹¹ It also stipulates that K-12 school districts must hire “highly qualified” teachers.¹² This requirement has led states to design “*alternative certification*” processes for desperately needed teachers, particularly in urban areas, where not enough highly qualified teachers can be found.]

(4) **Alternative Certification Process**—In the K-12 system, an “alternative certification process” allows someone with a bachelor’s degree to be hired without certification, following a 2-3 week orientation to teaching. Usually, such teachers are then required to participate in formal education courses to build their pedagogical skills, pass state subject matter or cognitive tests, and work with a mentor within their school. There is also usually a cut-off point (2-3 years) within which uncertified teachers can complete the alternative certification process and receive their official teaching certificate from the state.

(5) **Standards or Competencies**—In most systems that validate current knowledge, skills, and qualifications to teach, teachers must demonstrate certain competencies and meet certain standards to show their preparedness. “Standards”¹³ are the particular set of knowledge and skills (what teachers need to know and be able to do) to be minimally qualified to teach in a certain area, while “competencies” are general descriptions of the knowledge and skills needed to perform a specific role. Teacher standards usually include competencies related to subject

matter knowledge related to adult education (e.g., math, ESL), to pedagogical skills (class management, curriculum design), theoretical knowledge (who is the adult learner, what are learning disabilities), technical knowledge (how to teach reading, writing, critical thinking skills, applied numeracy skills, test taking skills), and reflective thinking skills (how to learn from one's mistake, how to analyze whether and how well students are learning), to name a few. (Appendix 3 gives examples of state and national adult education teaching standards and competencies.)

(6) Credentialing, Licensure, Endorsement, and Certification—Where standards are in place, in either a state or a discipline, some mechanism is needed for judging and documenting how well the teacher meets those standards for knowledge and skills, either before or after the teacher starts teaching.

- Credentialing is a mechanism for recognizing and validating “the experiences and expertise of teachers, focusing on what teachers have learned and are able to do because of their experience rather than on a specific course they have taken and degrees they have earned.”¹⁴ Using this definition, an adult teaching credential would be awarded based on passing a knowledge test, documenting years of experience teaching, or presenting a portfolio with evidence of one's knowledge and skills in practice, and the credential could be awarded either before or after one begins teaching in an adult education classroom.
- Licensure is a form of documentation “used to identify those teacher candidates with the knowledge and skills deemed important for a beginning practitioner.”¹⁵ That is the definition most commonly used in K-12, and it expresses the connotation of legal right, sanctioned by the state, to begin teaching. However, the term *licensure* in some states, such as Massachusetts, is used for either pre-service or in-service validation of adult education teacher competence.
- Endorsement, in general, means the act of sanctioning or giving approval to something or someone. In K-12 education, *endorsement* means the specific area (elementary, special education, social sciences, math, etc.) of a teacher's license that identifies the subject in which that individual is specialized. However, in many states with an adult education endorsement, the term refers to the validation that a teacher seeking re-certification may be awarded after demonstrating competence and/or experience specifically teaching adults. An endorsement usually refers to something that is an “add-on.”
- Certification is “a process by which professional associations, states, or others identify a set of knowledge, skills, and dispositions that a teacher must demonstrate, usually through participation in university coursework and teaching practice.”¹⁶ In other words, certification is the larger process or system which includes standards, teacher preparation,

and a mechanism or criteria for determining when a teacher is competent to teach, whether before or after starting to teach.

It is important to note that the use of these four terms—credentialing, licensure, endorsement, and certification—varies depending on the state or validating agency. The very same process that is called an *endorsement* in one state is called *licensure* in another and *credential* in yet another, and states vigorously defend their particular terminology choices. However, as a convenience, this paper will use the term *certification* to refer to all validation processes in any part of the adult education system.

(7) **Professionalization and Professionalism**—Two other terms frequently arise in adult education certification discussions: “professionalization” and “professionalism.” National researchers JoAnn Crandall (1993) and Ronald Cervero (1992) provide these definitions, respectively: Professionalization is a product, such as the expertise or credibility symbolized by a credential, while professionalism is a process, for example, ongoing participation in staff development or program planning. Or, *professionalism* describes a person, *professionalization* an occupation. [It is obvious that although the adult education field is not professionalized, many adult education instructors often display professionalism.]

These two terms are also often used interchangeably in adult education literature and discourse and are thus tied to certification issues. Many practitioners believe that certification and professionalization of the field are intimately connected, and that the field and its workforce are not seen as professionalized because its teachers are not universally certified in teaching adults. These practitioners argue that one way—perhaps the surest way—to increase professionalization in adult education is to mandate that its teachers be certified specifically in teaching adults.

C. ORGANIZATION OF THIS PAPER

Part II of this paper reviews certification programs and systems that already exist around the country, with a focus on in-service and pre-service programs and systems by state. Part III looks at the pros and cons of certification systems, according to the general research evidence and responses from a 2010 survey of adult education practitioners. Part IV discusses possible next

steps in moving the field forward through certification. Part V offers a brief conclusion. Appendix 1 contains Endnotes. Appendix 2 explains and summarizes the methodology and results of the practitioner Q-survey on certification. Appendix 3 gives the adult education teaching standards and competencies of various organizations. Finally, in the following sections, “ESL” is used when referring to English language instruction.

PART II

TEACHER CERTIFICATION IN ADULT EDUCATION

Teacher certification *does* exist in adult education, as this section shows. But it is piecemeal, extremely varied from state to state, and generally voluntary rather than required. Moreover, where specific credentials or licenses exist, they are usually awarded to instructors after they are hired rather than to meet pre-service adult teaching requirements.

A. STANDARDS FOR KNOWLEDGE, SKILLS, AND COMPETENCE

What should teachers of adults know and be able to do?

Steps have been taken to at least outline what adult education teachers should know and be able to do, and, as will be seen below, multiple models exist based on that work. For example, some states (such as Massachusetts) have developed their own set of competencies or standards. Others (such as Maryland) use or adapt the standards developed in 1999 by the American Institutes for Research (AIR), as part of the ProNet¹⁷ project funded by OVAE.

In 2008, TESOL, the national membership organization for Teachers of English to Speakers of Other Languages, created a set of eight standards for adult ESL teachers, including performance indicators, vignettes, and rubrics. The Commission on Adult Basic Education (COABE), whose mission is to “provide leadership, communication, professional development, and advocacy for adult education and literacy practitioners in order to advance quality services for all adult learners” currently has the issue of teacher certification under discussion, according to COABE’s president, Andy Tiskewicz. The Adult Numeracy Network of adult numeracy practitioners (ANN) has developed content standards for the type of numeracy knowledge and skills adult learners should have, but ANN has not yet developed national teacher competencies or standards. However, ANN’s Patricia Donovan¹⁸ reports that such a project is currently in process for Massachusetts. It will apparently be aligned with the state’s ABE Math/Numeracy Curriculum Framework, its College Readiness Standards, and its Elementary Education

Professional Standards. The U.S. Department of Labor has also done some work in this area. (See Appendix 3 for details on these various initiatives.)

B. TEACHER PREPARATION (States and University Programs)

How can adult education teachers acquire the knowledge and skills they need to meet the standards and thus be eligible for certification?

As noted, teacher preparation encompasses both in-service and pre-service professional development. It also includes postsecondary/formal education opportunities by which teachers can acquire the skills and knowledge needed to meet standards. There are two main venues for such opportunities: (1) national, state, or local professional development programs, and (2) courses offered by institutions of higher education in adult education (or by TESOL for adult ESL).

In states that have a certification system, whether it is voluntary or required, one of these two venues typically offers workshops or courses specifically aligned to the adult education standards that the state uses. Almost all states provide some kind of in-service professional development for adult education practitioners working in the field.¹⁹ In most states, new teachers are required to complete orientations—either online, face-to-face, or blended. And in ProLiteracy, with its national network of local service programs, training is provided for volunteer tutors both before and after they begin to teach adults.

Massachusetts, Arizona, and a few other states use their professional development systems to help practitioners acquire the knowledge and skills to meet certification standards. Online and face-to-face workshops are offered to help practitioners get the knowledge and skills they need to meet the standards. In Massachusetts, although acquiring certification is voluntary, specific “cohort” activities have been set up for groups of practitioners working toward their certification,²⁰ because ABE certification requirements in the state are quite rigorous compared to other states. Whereas many of the states *require*, say, only 10 hours of professional development, Massachusetts requires passing two tests, producing a portfolio of reflective

work and documentation of mastery for each standard, and being observed while teaching. The “cohort” meetings help practitioners plan and get feedback from each other as they develop documentation for panel review for the ABE certificate.

A handful of postsecondary institutions offer teacher coursework and programs for a master’s degree or certification in adult education.²¹

Penn State University offers a Master of Education in Adult Education. This program, given primarily online, is intended for a broader audience of adult educators, such as corporate trainers, teachers who work in continuing education programs, and adult education practitioners. It is a 33-credit program with core courses in design, research, evaluation, and technology, and specific electives related to adult literacy. Penn State is an established provider for educators in Pennsylvania, so being a program participant counts toward the annual professional development hours that adult education practitioners must complete. In addition, and specifically for practitioners who work or want to work in family literacy programs, there is a “Post-Baccalaureate Certificate” in Family Literacy, which requires only 15 credits. This online program has “tracks” in children’s education, adult literacy, and parental involvement.²²

Teachers’ College at Columbia University in New York City offers a six-week summer TESOL Certification program, “primarily for those who wish to teach adults in the U.S. and abroad.”²³ The goal is to give teachers the basic skills and knowledge to teach adults learning English either as a second language or a foreign language. This program provides a certificate of completion, though it does not confer K-12 certification or an ESL endorsement for teaching in the public schools. Teachers’ College indicates that program completion is helpful in securing a position as an ESL teacher, either in the U.S. or abroad. To be eligible for the program (which at \$6,000 is quite expensive), a learner needs either a bachelor’s degree or “equivalent” and enough English language skills to pass the Test of English as a Foreign Language (TOEFL).²⁴

The University of the District of Columbia (UDC) offers a third model of formal postsecondary coursework. It is more intensive than a short-course but less extensive than a full master’s degree. It dovetails with the District’s requirement that all adult education teachers

must have a bachelor's and a K-12 certificate to begin teaching adults, and they can then get an adult education endorsement. UDC offers a Graduate Certificate in Adult Education for those who "work in a variety of programs that provide services to adults, 16 years of age and older." The program includes training in adult basic education (ABE), General Education Development (GED), and English as a Second Language (ESL). To complete the Certificate Program in Adult Education, participants must complete, within two years, 18 hours of courses and pass the Praxis I Academic Skills Assessment. Core courses include The Adult Learner, Techniques of Teaching Adults, and Teaching Adults with Learning Disabilities. Elective courses include Counseling Adult Learners, Theory and Practice of English as Second Language Training, and Teaching Reading to Adult Learners.²⁵

Delaware State University offers a course of study to help practitioners get a master's degree or certification in adult education, which is strongly encouraged but not currently required or enforced. Teachers who are already licensed can get an adult education certificate either through formal courses at DSU or by participating in professional development offered through the state. Administrators are required to have a master's degree and three years of experience (a master's requires 36 hours of credit and a capstone project). Required courses for the master's degree include Adult Learning Characteristics and Alternative Delivery, Philosophical Foundations of Adult Education, and Research Methods in Adult Education. Elective courses include Approaches to Adult English for Second Language Instruction, Instructional Strategies in Adult Basic Education, and Developing Higher Level Thinking/Reading Skills in Adults. However, the program so far has only produced 12 graduates, since most adult education administrators already had a master's or higher degree in another field before beginning to work in adult education.²⁶

Buffalo State University (BSU) in New York State offers an Adult Education Graduate Certification Program. It is "designed for professionals who desire graduate-level training in the discipline of adult education but do not need a master's degree." Despite its name, completing the program does *not* lead to certification, but in New York State, certification is not required. To be in the program, participants must already have a bachelor's or a master's. Then they must

complete four adult education courses, either online or face-to-face. If they want to go on for a master's in adult education, these courses can count toward that.²⁷

Hamline University in St. Paul, Minnesota offers an Adult ESL Certificate. It is earned by passing a 4-course, 8-credit, online credential program for adult ESL. To enroll, the applicant must be a “licensed teacher with a bachelor's degree working in adult ESL education, including Adult Basic Education (ABE), technical/vocational programs, [or] college and university programs.” This is an in-service but formal education program leading to an adult ESL certificate.²⁸ Hamline University will probably be offering an additional ABE licensure program in 2011.

University of Minnesota—There are also programs that provide education or training for both teachers and administrators, including people who may become corporate or human resource trainers or continuing educators. The University of Minnesota (Rochester) offers one example. This Post-Baccalaureate Certificate in Adult Education program includes, among a broad set of offerings, courses for teachers of adult basic education and ESL. The program requires 14 semester credits (four required courses, one elective course, and field experience). It is apparently geared to people already working in education, since the courses are given evenings, Saturdays, and during the summer. *Strategies for Teaching Adults and Perspectives of Adult Learning and Development* are two of the core courses.²⁹

C. CERTIFICATION REQUIREMENTS AND MECHANISMS BY STATE

(1) Bestowing Certification

Once standards are in place, and teachers can access opportunities for meeting them, a certification system needs mechanisms by which teachers can demonstrate that they possess the minimal level of knowledge and skills to qualify for certification.

Some administrative authority is necessary to bestow certification. In K-12, this is typically the State Department of Education. In the adult education system, the administrating agency varies

by state. It can range from community colleges or other postsecondary institutions (e.g., as in Oregon), to school districts (e.g., Connecticut, Maine), to a variety of entities (e.g., as in Massachusetts) including community colleges, school systems, community-based organizations, libraries, workplaces, and even churches. In all states, correctional facilities offer basic education or GED prep services for inmates. The Executive Director of the Correctional Education Association notes that “There are no state requirements per se. Each correctional or correctional education agency has its own requirements or lack thereof. From experience, I believe that most departments of correction require teachers to be K-12 certified.”³⁰

(2) Certification Requirements

What are the current certification requirements for teachers in adult education?

According to the U.S. Department of Labor: “Some States have specific licenses for adult education teachers, while others require a public school teacher license. Requirements for a license typically consist of a bachelor's degree and completion of an approved teacher-training program...although some programs prefer or require a master's degree. Programs may also prefer to hire those with teaching experience, especially with adults.”³¹

In many states, adult education is managed by the same office that manages K-12 education. These states often require K-12 credentials as a minimum prerequisite for teaching adults.

In other states, where adult education is offered by community colleges, the requirements for teaching adults is left to the purview of the community college, often requiring a graduate degree in a relevant field (adult education, ESL, etc.).

Other options include voluntary adult licensure or credentialing, mandatory ABE or ESL licensure or credentialing, options for meeting endorsement or re-certification requirements by specializing in adult education, and requirements to complete some initial or annual professional development without awarding certification or re-certification.

Before looking at pre-service and in-service requirements for teachers across the states, it should be noted that in most cases it cannot be determined on the basis of available information whether these requirements apply only to full-time instructional staff or also to part-time teachers and adjuncts. Because a majority of adult education instructors in the U.S. teach part-time, this would raise questions about the comprehensiveness of these requirements. In addition, reliable information is not available on compliance, or on whether programs or states check teacher candidates' resumes and documentation to be sure that they have the qualifications to meet the requirements. Finally, in states that do not officially list requirements for adult education certification, there is a paucity of information about the requirements of individual programs or institutions.

The national landscape can be summarized as follows:

- *No state has a pre-service requirement that paid teachers, before beginning to teach adults, must have a certificate based upon participating in course work or training that is specific to adult education. Ironically, volunteer tutor programs usually require one-on-one or small group tutors to have anywhere from 12-18 hours of training before they begin working with an adult student.*³²
- *About two-thirds of the states do have prerequisites for adult education teachers. They must have at least a bachelor's degree and/or teaching credential before beginning to teach adult students.*
- *15 states have options for adult education teachers to acquire certification in teaching adults after they begin working in adult education programs.*
- *Of these in-service certification options, some are mandatory and some are voluntary.*

(3) Pre-Service Requirements By State

Figure 1 below gives a general idea of several prominent pre-service options on a comparative state basis. The figure was adapted by the author from a state-by-state list first developed by Mary Jayne Fay in 2002 as part of the Massachusetts' licensure for adult basic education, then updated in 2008 by JoAnn Crandall of the University of Maryland (Baltimore County) and her colleagues at the Center for Applied Linguistics. At that time, adult ESL certification requirements were added according to the state agency that administers adult education. Due

to limits in the data collection and uncertainties about comparability, the figure should not be viewed as absolutely accurate, but more to suggest trends. However, a March 2010 survey by the National Adult Education Professional Development Consortium (NAEPDC), to assist the development of this paper, strongly suggests that the data in the Figure is valid.³³

Figure 1 - Pre-Service Licensure

Requirements	States
No state requirement for teaching adults (although individual programs or colleges may have their own requirements)	Alaska, Hawaii, Iowa, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Dakota, Oregon, Pennsylvania, Utah, Vermont, Washington, Wyoming
No bachelor's degree or credential required, but professional development (within first year) or adult education teaching experience required (i.e., grandfathering)	Arizona, Rhode Island, South Dakota
Bachelor's degree but no teaching credential required	California, Colorado (Associate's degree only required), Delaware, Georgia, Idaho, Kentucky, Maine, Massachusetts, North Carolina, South Carolina, Texas, Virginia
Bachelor's degree and no credential required, but some professional development (within first year) or adult education teaching experience required (grandfathered)	Illinois, Louisiana, Maryland, Mississippi, Missouri, Tennessee
A bachelor's degree and K-12 certification required only if teaching in an LEA (school district)	Ohio, New Jersey, New York
A bachelor's degree and K-12 certification required	Alabama, Arkansas, Connecticut, District of Columbia, Florida, Indiana, Kansas, Michigan, Minnesota, Oklahoma, West Virginia, Wisconsin

The above Figure shows three distinct categories of *requirements before teaching* in adult education.³⁴

1. In 18 states, the state does not mandate either a formal degree or credential before teaching, although individual programs may have their own mandates. Some of these states require attendance in professional development within a specified time period (i.e., within one year of working in an adult education program).
2. In 18 states, the state mandates at least a formal degree (typically a Bachelor's degree) or a year or more of experience teaching adult education (grandfathering), and perhaps some professional development within a specified period after starting to teach adults, but no credential is required before teaching.

3. In 14 states and the District of Columbia, the state mandates that adult education teachers have a formal degree (bachelor's) and a K-12 teaching credential *before* teaching. Some of these states mandate this only for adult education teachers who teach in LEA-administered programs (i.e., in programs run by school districts).

Pre-Service Requirements in ESL. In addition to the basic requirements reflected in Figure 1, recent data from the Center for Applied Linguistics³⁵ indicates the following for adult ESL instructors, with considerable variation by state: 38 states have no ESL credential requirements before beginning to teach adults. In some of the other states (Arkansas, Connecticut, Kansas, Minnesota, West Virginia) and the District of Columbia, either a general K-12 credential and/or K-12 ESL endorsement is required before teaching. In states where adult education is offered through the community college or technical college system (Oregon, Idaho, Iowa), many full-time instructors have master's degrees in TESOL before starting to work with adults (it is not clear if this requirement holds for part-time or adjunct faculty). Four states (Maryland, Mississippi, Pennsylvania, South Carolina) require ESL teachers to attend an orientation or other ESL-related professional development within a certain time period after they begin to teach in an adult education program.

Pre-Service Requirements for Community Colleges. Prerequisites for teaching adult education in community colleges also vary by state. But certification is less an issue for community college teachers of either adult education or ESL, because most colleges require at least a master's degree to teach at all.³⁶ In Arizona and a few other states, the state sets the requirement for a master's degree. In states where adult basic skills and ESL instruction is offered through the community college system, such as Iowa, each community college sets its own requirements for teachers. However, states listed in Figure 1 as having no requirements, such as Oregon, are in fact states where adult education is offered through the community college system, so many of the teachers in these states have master's degrees in education or ESL even though they are not certified to teach K-12 or adult education in these states.

This is an important point because it is mentioned frequently in the practitioners' survey conducted for this study. The survey indicates that respondents who are community college teachers with a master's degree but no formal adult education teacher certification or licensure

are often opposed to certification because they already feel completely qualified to teach at the community college level.

(4) In-Service Requirements By State

Fourteen states³⁷ and the District of Columbia have specific programs for teachers to acquire a certificate, license, endorsement, or credential in adult education and/or ESL after they have begun teaching in an adult education program. In six cases, the licensure or credential is required within a certain time period after beginning to teach. In eight of the states and the District of Columbia, certification is voluntary.

Figure 2 - In-Service Licensure

Requirements	States
Acquiring a certificate, license, endorsement, or credential in adult education and or ESL, within a certain time period after beginning teaching, is required .	West Virginia, Missouri, Arizona, Kansas, Arkansas, Colorado
Acquiring a certification, licensure, endorsement, or a credential is voluntary .	California, Connecticut, Delaware, Massachusetts, Louisiana, Texas, Nevada, Virginia, District of Columbia

In the states that *require* adult education teachers to get in-service certification, qualifying for certification seldom demands very much of a teacher. It often means attending a short new teacher orientation or 10-15 hours of other professional development each year, activities undertaken by many teachers in other states with no certification benefit. It is ironic that volunteer tutors may enter into an adult education teaching situation with more training than a paid teacher.

However, a few states do offer formal coursework or more intensive professional development.³⁸

West Virginia requires a bachelor’s degree and *either* a K-12 *or* an ABE license, for both part- and full-time teachers, to start teaching adults. Most have a K-12 license. However, getting an ABE license is not difficult—with a bachelor’s degree already in hand, instructors must complete

the equivalent of six three-credit courses related to adult education within five years, and attend a certain number of professional development hours (5-12 hours), usually within the first six months to one year after being hired. However, a three-credit course can be satisfied by simply attending the state's annual adult education conference (where most of the required core and elective courses are available). A license for full- and part-time teachers is valid for five years. Renewing this license for another 5-year period requires 30 hours of professional development (six hours per year) and a minimum of six hours of college credit in adult education.

Missouri requires instructors to have a bachelor's degree, submit an application for an Initial Adult Education and Literacy Teaching Certificate, and, within the first three months of teaching adults, complete a Beginning Teacher Workshop. A Career Continuous Adult Education and Literacy Certificate can then be obtained within four years—if the instructor participates in a beginning teacher-training program and 60 hours of professional development (15 hours per year), and has two years of mentoring and an annual teacher evaluation. This Certificate can be maintained with 20 hours of professional development each year. The highest certificate level is called the High Quality Career Continuous Adult Education and Literacy Certificate. Instructors are eligible for this after 10 years of teaching and getting a master's degree. Once this degree is obtained, no further professional development is required.

Arizona requires any instructor who works for an adult education program funded through the state to get an adult education teacher certification. The state recognizes *either* a bachelor's degree *or* three years of experience as an adult education practitioner or tutor to begin teaching adults. Practitioners with postsecondary academic course credit can use them as the equivalent of two years of experience. With any of these combinations, teachers can get a *nonrenewable* Provisional Standard Teaching Certificate, good for two years. If the teachers then complete 60 hours of professional development in adult education, they can get a *renewable* Standard Adult Education Certificate, good for six years. In other words, Arizona's certification requirement can be completed, while teaching adults, through 30 hours per year (over a period of two years) of adult education-related professional development (e.g., workshops, postsecondary coursework, training conferences). Thirty hours of professional development is equivalent to less than four eight-hour training days.

Kansas also requires in-service professional development to obtain an adult education teaching certificate. To begin teaching adults in the state, an instructor must have a formal degree (associate's, bachelor's, or master's) plus a teaching credential. Practitioners are then required to get a Kansas Adult Education Credential, which must be obtained with 50 hours of professional development every two years (25 hours per year). Adult ESL teachers are not required to have a K-12 credential, but they can get an adult ESL endorsement for that.

Arkansas and Colorado both have relatively stronger requirements for adult education, and both require formal course credit:

In **Arkansas**, initial qualifications are slightly more rigorous. There, a bachelor's degree and a K-12 teaching license are required to begin teaching. However, within four years, full-time adult education and ESL instructors must get an "endorsement," which must be renewed every five years. Either endorsement can be earned with 12-15 hours of graduate credit *and* passing the Praxis II test. In addition, full-time instructors must complete 60 hours of professional development each year, while part-timers must complete 30 hours.

Colorado has less rigorous initial teaching requirements, but similar in-service requirements for acquiring an adult education certificate. An individual can begin teaching adults with only an associate's degree, but AEFLA-funded programs³⁹ are now subject to a state policy requiring that 50 percent of teachers who work more than 15 hours per week must be authorized with a Literacy Instruction Authorization (LIA). To get this LIA, teachers must complete four of five required courses. But if they already have adult education teaching experience, they have the "grandfathering" option of instead producing a portfolio. ESL teachers must take a "Teaching ESL to Adult Learners" course as one of their four courses. The LIA must be renewed every five years. Finally, the state's community colleges⁴⁰ offer an online, traditional, or hybrid format as the competency standard to teach in college adult education programs.

From the above descriptions, it is clear that there is enormous variation among the states. And in those states that require an adult education certificate, teacher preparation requirements do not seem particularly difficult to achieve. Moreover, voluntary adult education certification

programs typically require more intensive teacher preparation, perhaps because they *are* only voluntary. These variations would pose a challenge to any effort to establish a comprehensive, comparable system across the country, if that were thought to be desirable.

(5) Optional or Voluntary Adult Education Certification

Eight states and the District of Columbia offer opportunities for adult education teachers to be certified specifically in teaching adults, but they do not require it. Even more variation is present within this group, everything from formal (higher education) coursework, to intensive professional development and experience actually teaching, to receiving a certificate without any teacher preparation requirements at all, as long as students meet performance goals set by the state.

Louisiana appears to have limited requirements for obtaining an adult education or ESL certificate. Full-time and part-time teachers must have 15 and 10 hours respectively per year of professional development in adult education. An Adult Education Instructor “Add-on” endorsement is available to those who already hold a valid Louisiana teaching certificate if they take 15 semester hours in college courses such as Foundations of Adult Education, Reading Instruction, and Adult Learning and Development. Adult education certification can only be acquired through a college. This certification is voluntary; however, “currently the number of adult certified personnel is a factor in the State's performance-based funding formula.”⁴¹

In **California**, either a K-12 credential or an adult education credential is needed, but the adult education credential can be earned *after* beginning to teach.⁴² An instructor can start teaching adult education with a bachelor’s degree (which is required to get a Preliminary teaching credential). Then, within five years, a Professional Credential (including an Adult Education Credential) can be acquired by successfully teaching “a minimum of one course for adults in each of four terms” and completing a master’s degree. ESL practitioners who want a Professional Credential must complete 20 semester credits of ESL-related courses.

Connecticut has much the same entry requirements. There, a practitioner can begin teaching with a bachelor's and a K-12 degree and then acquire an adult education endorsement. Three types of endorsements are available: initial (specific coursework depending on endorsement), provisional (360 hours of teaching adult education, a "grandfathering" option), or professional (three years teaching adult education full-time plus 30 postsecondary credit hours). There are three adult-education related "endorsements," including one for teaching in external diploma programs and another for teaching adult ESL. To renew the professional credential requires 90 professional development hours every five years.

The **District of Columbia**, like many states, requires both a bachelor's and a pre-K-12 certificate to begin teaching in adult education, though the requirement applies only to its full-time teachers. Then, adult education instructors can obtain an Adult Education Academic Subjects endorsement. For this, they need to take about 18 hours of courses and spend one year teaching adults. Endorsement renewal requires six hours of professional development.

In **Delaware**, to begin teaching adults, instructors who teach full-time must have a bachelor's degree in education and have passed the Praxis test (test of basic skills). The state offers a certificate in Adult Education, which requires either six credits in adult education, or three credits plus two years of employment in adult education. Delaware State University offers a one-year master's program to satisfy the requirement. In addition, all practitioners must take 90 hours of professional development every five years. So far, practitioners have been strongly encouraged to get their certificate in adult education, but currently it is neither required nor enforced. However, according to an official of the Delaware Department of Education, the state Board of Education will soon consider whether to make specific adult education certification required for both part-time and full-time practitioners.⁴³

Nevada is the only state where a successful teaching performance permits an individual to get an Adult Basic Educator's Certificate of Performance. Anyone can begin teaching adults in Nevada with no formal degree or credential required at all, but to obtain an ABE Certificate, which is voluntary, instructors must show "evidence of student outcomes in two classes as demonstrated by retention and CASAS test scores or receipt of a GED."⁴⁴ In addition, there is an optional

professional license for teaching adults, which requires a master's degree and three years of teaching experience.

Texas—Instructors need only a bachelor's degree to begin teaching adults in Texas. New instructors are required to attend 24 hours of professional development during the first two years of teaching; thereafter, 12 hours of professional development meet the requirement. Texas began offering its optional adult education teacher credential in 2005, explicitly stating that the intent was to “professionalize the field of adult education.”⁴⁵ Adult education teachers engage in professional development (workshops, action research, study circles) or take graduate coursework related to six core areas, such as Principles of Adult Learning and Technology in Adult Learning. The process begins by having teachers attend a Professional Development Planning Workshop, where they submit a formal plan for how they will prepare themselves for the credential. Although many states have websites where K-12 teachers can track their progress electronically in meeting benchmarks toward a certificate, Texas requires its adult education teachers to write and post a reflection on how they applied what they learned in each professional development activity. To receive the credential, they must accumulate 30 “points” in each of the six content areas, although it is not clear how many points can be acquired from professional development or graduate coursework.

In **Virginia**, as in Texas, adult education teachers need at least a bachelor's degree to begin teaching adults. This is the newest state entrant into adult education certification, and there are several unique features to their system. First, although getting a certificate is optional, adult education teachers are required to attend a certain amount of professional development each year. This professional development counts toward certification, and thus can provide an opportunity for pursuing certification credit. In addition, *annual program performance report cards* will collect information on professional development of staff members, presumably to be taken into consideration when applying for funding. Second, the Virginia Adult Educator Certification Program has three levels of certification. The first two require teachers to participate in three six-hour core workshops or institutions, plus additional self-selected professional development activities. The third “optional” level involves completing a series of online graduate courses through Virginia Commonwealth University. Adult education teachers

with a master's degree are automatically awarded the Level III certificate, but they must still complete Levels I and II. Finally, again like Texas, Virginia requires these teachers to create a plan for how they will acquire and use the knowledge and skills they gain from each professional development activity. They must report and receive feedback on what they actually do once back in their classrooms. This requirement is an attempt to make working toward the certificate more than just "seat time" in professional development or courses; it aims to implement the theory of learning, action, and reflection into the certification process.

Massachusetts—The reflection and analysis built into the Virginia and Texas systems are also part of Massachusetts' adult education certification process, which is extraordinarily rigorous and intensive despite its voluntary nature. Adult education teachers there are offered an opportunity to work together in small groups with other teachers also working toward their ABE license. To begin teaching, an instructor needs a bachelor's or a master's degree. Depending on how much experience in adult education that person already has, a professional ABE license can be acquired by meeting the ABE/ESL standards through the following: an ABE/ESL subject matter test, a communication and literacy skills test, and demonstrating proficiency in the professional ABE standards through (depending on level of experience in adult basic education) a combination of portfolio, field experience, and/or practicum. The portfolio must include more than just documentation of professional development or teachers' observations. Adult education teachers working on their licensure must also include in their portfolio analytical writings about what they have learned or other evidence of actual classroom planning, such as lesson plans. The ABE license is valid for five years and then must be renewed, although the renewal requirements are not yet posted. It should be noted that all adult education teachers in Massachusetts paid through the state's education department are required to attend a minimal number of professional development hours each year, regardless of whether they are working toward the ABE licensure.

In summary, voluntary certification processes offer innovative approaches to preparing teachers of adults. States are experimenting with various designs to allow teachers different learning opportunities and chances to reflect on and document what they learn, while at the same time strengthening and making more comprehensive the teacher preparation they must complete as

part of acquiring certification. Of course, whether these same types of activities would work if certification were *required* is open to debate.

(6) Certification Mechanisms

As indicated earlier, various mechanisms can be used to validate certification qualifications. For example, systems can use **course time** in formal or non-formal education as a prerequisite, usually the number of hours completed in mandatory and elective courses. They may also administer **tests** of subject matter knowledge, pedagogical knowledge, and verbal or other skills. They may also allow practitioners to produce **performance documentation**, such as portfolios that include samples of work; qualitative examples of critical thinking such as completed papers or projects; curricula, materials, or activities developed; and/or results of observations by peers, mentors, or evaluators. A fourth mechanism, although highly controversial in K-12, is possible, which is to base certification on student achievement.

Most states that offer or require adult education certification use completion of professional development hours or graduate course time as the main mechanisms for ensuring that teachers have the right qualifications, usually the number of hours or credits in mandatory and elective courses. Moreover, teaching experience is often acceptable for part or all of the “seat time,” the usual way of ensuring that programs or states can certify practitioners who have been working in the field for many years before their adult education certification was instituted.

Tests of subject matter knowledge, pedagogical knowledge, verbal or other skills are rarely used. The District of Columbia is an exception. It requires that adult education teachers pass a communication and verbal ability test as part of the certification process. And Massachusetts has developed a specific adult education/ESL subject matter test that, since 2006, all instructors must pass, along with the K-12 state-mandated communication and literacy skills test.

Two states—Massachusetts and Colorado—allow adult education practitioners to produce *documentation* of their teaching knowledge and skills, such as portfolio work; evidence of critical thinking, and the other elements noted above. But both Virginia and Texas *require*

teachers to write reflections on actions they take to apply what they have learned in professional development activities once back in the classroom, constituting a step beyond seat time only.

Only one state, Nevada, uses actual performance data—student retention and achievement indicators—as a mechanism for granting voluntary certification to adult education teachers.

Thus, in considering the development of future options, there are only a few mechanisms to build on. And some of *these* models—portfolios, reflection write-ups, action plans—are very new and their benefits and effectiveness will have to be evaluated before being widely replicated. Nevertheless, it is heartening to see that certification mechanisms in some states are moving beyond simply completing professional development hours.

PART III

CONTRIBUTIONS OF CERTIFICATION

This section considers the advisability of developing a more comprehensive adult education certification system (with comparable elements across the states). It focuses on advantages and disadvantages that might accrue to the system and instructional staff in it, and discusses the barriers to certification.

A. POTENTIAL GAINS FROM CERTIFICATION

In 1986, researchers Megan Galbraith and Jonathan (J.W.) Gilley identified five motives for promoting certification or becoming certified. According to them, the first two motives, “me-too-ism” and “fear,” are reactive to some perceived negative consequence and indicate little desire to advance the profession. A third, “control,” is a gatekeeper motive designed to keep incompetent practitioners out and indicating some desire to enhance the profession’s reputation. The other two, “status” and “self-development,” stem from a desire for growth and enhancing the field through professionalization.⁴⁶

In her 1999 article about whether teacher credentialing would help professionalize the adult literacy field, Dolores Perin of Columbia University, in a distillation of previous work on the subject, listed the following as advantages of credentialing:⁴⁷

- *Instills standardization, structure*
- *Eliminates capricious, exclusionary hiring requirements*
- *Makes information on services available to consumers*
- *Assures high-quality teaching*
- *Encourages ongoing updating of training via license renewal*
- *Ensures teachers have special knowledge of adult learning*
- *Ensures the hiring and retention of competent teachers*
- *Screens out unqualified teachers*
- *Ensures administrative competence: coordinating, evaluating, facilitating programs should not be left to volunteers*
- *Enhances professional prestige of adult literacy field*
- *Ensures reasonable salary*

- *Leads to hiring of more full-time instructors and reduces use of (untrained) volunteers (p. 613)*

Perin lists the disadvantages of credentialing as:

- *Not practical—could eliminate staff who are the mainstay of adult literacy: public school teachers, rural teachers without access to graduate education, unqualified part-timers, volunteers*
- *May discriminate against adult education in favor of K-12, depending on the agreements made between state agencies and unions*
- *Restricts entry to the field, creates monopoly*
- *Increases bureaucratic control*
- *Does not necessarily imply competence, expertise*
- *Preparing for certification might stifle creativity and innovation*
- *Entails government intrusion into local programs (p. 613)*

Based on the “advantages” listed by Perin and other authors, and on the “uses” derived from the Q-survey opinions (see Appendix 2), a comprehensive certification system would make at least six potential contributions to improving the adult education system. They reflect an underlying assumption that certification plays a role beyond improving teacher quality. These six contributions or hypothesized certification functions include: (1) assurance of quality, (2) professionalization, (3) gatekeeper function, (4) self-assessment, (5) teacher preparation, and (6) improving working conditions.

Each of these functions, along with available research and Q-survey respondent views, is described in more detail below:

(1) Assurance of Quality Function

If questions about the qualifications of the teaching workforce were known to be a major “deal breaker,” especially for current or potential funders, then requiring teachers to be certified might serve a desirable and useful “assurance of quality” function. Adult education certification would permit the system to approach Congress, state legislatures, foundations, businesses, and individual donors who might want to fund adult education. It could be asserted with confidence that there is at least a minimum level of teacher quality, and that this can be proved through

research. Unfortunately, there is not enough empirical evidence to support a solid connection between teacher qualifications and teacher quality. With the passage of No Child Left Behind, the administration pressured the U.S. Department of Education to make education “evidence-based,” primarily through educational interventions tested through experimental and randomized-control trial studies. Through several of these studies,⁴⁸ the finding that teachers are the strongest factor in student achievement became a well-established and oft-repeated axiom in U.S. education, sparking a spate of studies related to “teacher quality” and the role of professional development in getting teachers to make the kind of changes in their instruction that lead directly to improvements in student achievement.

Notwithstanding that research, actual program experience and discussions among practitioners and researchers since then raise questions about whether, in adult education, factors other than teacher quality—such as class size, students’ socio-economic status, individual student motivation, or accountability systems—make a similar or larger contribution in student achievement.

The research literature identifies different and conflicting arguments about the role of teachers in student achievement. But studies to determine which lines of thinking are strongest are contested and do not provide much guidance for adult education. (See Appendix 1 for further detail on the research literature on this subject.) However, there is some evidence of an interaction between experience, certification, and turnover. According to Darling-Hammond et al (2006) and Hanushek (2010), student achievement is higher when novice teachers are certified, when teachers have strong qualifications and skills in the subject matter they teach, or when teachers have 2-3 years of experience whether or not they are certified.⁴⁹ There is also evidence that student achievement drops when experienced teachers leave the field and are replaced by new and inexperienced teachers. In addition, teachers who are alternatively certified (such as Teach for America teachers) seem to have a higher rate of attrition.

The value of this research must be weighed in light of the actual adult education teaching workforce (about 80 percent part-time). As seen above, adult education teachers often have experience and certification, but in K-12 education. Moreover, although the data about

this is limited, it appears that adult education teachers leave the field at a higher rate than K-12 teachers.⁵⁰

And what should be made of subject differences in adult education? Teachers of adults find themselves teaching history to GED prep students, math to intermediate adult education students, or English speaking skills to ESL students, regardless of whether they have ever taught before or what they taught or for how long in the K-12 system.

Some research shows that teachers with many years of experience are less effective than teachers with 2-3 years of experience⁵¹ and that teacher quality improves during the first two or so years of teaching, but not much after that.⁵² These variables have special importance because retired K-12 school teachers often work on a part-time basis teaching adults.

And, finally, there is a strong competing research theory that, instead of these variables, it is the alignment of standards, curriculum, and assessment that leads to student achievement. Uncertainties about the connection between teacher quality, qualifications, and student achievement is underscored in recent research from the U.S. Department of Education's Institute for Education Sciences.⁵³ Although the research has to do with K-12 education, it may have some relevance for adult education. In "An Evaluation of Teachers Trained Through Different Routes to Certification,"⁵⁴ the authors conclude that:

"While existing research demonstrates persuasively that the potential effect of teacher quality on academic achievement is quite high—i.e., we know that teachers matter—we do not yet sufficiently understand which strategic changes can be most effectively implemented in schools to consistently improve teacher practice and raise student achievement."

"The experimental and non-experimental findings together indicate that although individual teachers appear to have an effect on students' achievement, we could not identify what it is about a teacher that affects student achievement. Variation in student achievement was not strongly linked to the teachers' chosen preparation route or to other measured teacher characteristics."

Even though far fewer studies have been done on the relationship between teacher qualifications and student achievement in adult education than in K-12, and even though that analysis is sometimes in conflict, existing research seems generally supportive of certification. For example, after reviewing studies in adult basic education related to reading instruction, John Kruidenier of Kruidenier Education Consulting concluded in 2002 that staff with “more experience or training may have a better chance” of improving the reading comprehension of adult students. He said the following:

“Although several studies mention teacher preparation, only two studies were found that addressed it directly, one non-experimental and one experimental. An exploratory path analysis of ABE program data from twenty states found that the degree of staff teaching experience is positively associated with reading comprehension achievement (Fitzgerald & Young 1997). A national study of basic skills programs in Britain (Brooks, Davies, Duce, Hutchison, Kendal, & Wilkin, 2001) found that for those programs in which all teachers are qualified (with certification or a Bachelor’s degree in education), students make significantly greater gains in reading comprehension.”⁵⁵

An intriguing hypothesis for adult education is suggested by two recent K-12 studies. The first examined the relationship between teacher qualifications (licensure, test scores, experience, and level of education) and student achievement in Los Angeles elementary schools, using data for five consecutive school years. It found that teacher qualifications such as licensure and education have no link to student achievement, while teacher experience has a very limited relation to student achievement.⁵⁶ The second study used data from North Carolina high schools to study the relationship between teacher credentials and student achievement, finding that licensure and certification affected student achievement “in systematic ways and that the magnitudes are large enough to be policy relevant.”⁵⁷ If it is possible that teacher certification matters little at the elementary level but greatly at the secondary level, this raises the question of whether it might have differential impacts in adult education depending on the adult student. Is it possible that teacher certification makes little difference at the basic skills level, for adults learning lower-level reading, writing, or math skills, but that it makes a real difference for adult students studying at the secondary level to get their GED or to prepare for college-level academic work?

A recent National Research and Development Centre study in the United Kingdom⁵⁸ collected data from 763 adult learners and their 270 teachers to answer a question about whether qualified teachers teach better. “Qualified” under their system includes both partly qualified and fully qualified. “Partly qualified” teachers have either a generic teaching qualification (two levels are available) or a subject-specialist qualification (e.g., math, English). “Fully qualified” teachers have both a generic and a subject-specialist qualification. Researchers found that, overall, “better qualified teachers have learners who make more progress between the initial and final assessment”⁵⁹ regardless of teacher and learner age and gender, learners’ ethnicity, or initial skill level. The study also found that numeracy learners made more progress when their teachers had high formal qualifications in math and more teaching experience. The same did not apply to English (literacy or ESL) qualifications, although adult learners make less progress with only “partly” qualified teachers. Ironically, the study also found that adult learners of highly qualified numeracy teachers had less *self-confidence* in their learning; the same was true for adult learners of highly qualified English teachers. In other words, “while it is clear that learners make more progress if their teachers have mathematics qualifications at A level or above, learners’ confidence may be undermined when the teachers’ mathematics qualifications are at a postgraduate level.”⁶⁰

Some practitioners responding to the Q-survey for this study also questioned the connection between teacher quality and certification. They have been continually bombarded over the past 10 years about the value of evidence-based practice, and want to see more research on the connection:

“I think the reasons why [research] is essential are obvious. You can't create requirements without evidence that such requirements are better than the current system. In general, I don't believe that certification in anything automatically means you're better at what you do anyway, so I would be opposed to rules regarding certification alone as a requirement for employment. If the research very strongly suggested a different scenario for certification, I might change my opinion.”

“I'm reluctant to require certification because I have seen so many excellent teachers who do not happen to be certified. However, this is anecdotal evidence, and I'd like to know if there is any evidence that—in general—certified teachers are more effective.”

“Any decision of the magnitude that will affect the lives of countless people and use tax dollars should be backed by extensive research. If that means the project isn’t started for 10 to 15 years, so be it.”

(2) Professionalization Function: Achieving Stature Equal to the Rest of Education

Q-Survey respondents who generally favor certification cite the professionalization function as having high importance, on a par with the “assurance function.” Many seem to have a strong feeling that our field is not perceived as professional as K-12 or higher education, and that lack of comprehensive and universal certification among adult education teachers is the main cause. It may be (though not yet proven through research) that this “second-class” feeling is predominantly in the minds of adult education stakeholders who are already certified. For those who favor it, having a certification system would go a long way toward improving the “stature” of the field, perhaps through the elimination of uncertified volunteer tutors, whose presence (they feel) is a key reason for the widespread perception that the field is less than professional. While there seems to be a strong feeling among practitioners that certification *would* lead to “professionalization,” how and through what avenues increasing the “stature” of the field would happen afterwards is rarely discussed. For example, would adult education leaders in each state seek recognition by approaching legislators with evidence of certification? Would recognition come if they did? Because many in the general public and in K-12 and higher education are not even aware that an adult education system exists, it is hard to see how universal certification *in itself* would signal that adult education is a profession. It is important to note that practitioners, while feeling that certification might help to professionalize the field, also think that certification alone is not the answer. One respondent noted:

“Career paths for adult educators are a necessary ingredient for the professionalization of the field. [But] it is not reasonable to expect part-time teachers to reach the standards we need at the expense of their full-time jobs or their family stability. Lack of full-time positions leads to staff turnover and waste of valuable professional development resources.”

(3) Gatekeeper Function: Assuring Minimum Qualifications in Program Hiring

A recognized certificate would certainly serve as a signal to program directors that the teacher they are considering hiring has been “approved” according to the agency that administers the certification program. For the states that have some minimum requirement to teach in an adult education program, this is exactly the kind of signal states with certification programs want local programs to use (although it is far from clear that programs actually do follow such guidelines in their hiring). Although extending these requirements to all states might serve to narrow the workforce by excluding potential teachers who have not gone to college or do not have a teaching license, widespread use of a certificate to support hiring decisions would send a significantly different signal to programs that the applicant already knows how to teach adults. However, since current adult education credentialing is either voluntary or required on an in-service basis, use of the certificate for gatekeeping seems a long way off because it would require states to have a mandatory pre-service certification mechanism.

Furthermore, some practitioners in the Q-survey are not in agreement that certification should be used for gatekeeping purposes (see Appendix 2):

“I have worked with many “certified” teachers who were very ineffective and unsuccessful in getting their students to learn. On the other hand, the majority of ‘uncertified’ teachers I’ve worked with have been very successful. This is because they knew HOW to teach. The number of years of teaching experience is a better measure.”

“I am biased. I am not certified and have managed instructors who were. Some of the certified instructors were not as creative or professional as my uncertified instructors.”

“Some of our best teachers are not certified. Some of our worst are certified. If any correlation exists it is that our worst teachers come from the K-12 system.”

“I know of several people who provide excellent instruction and support for students but who would not meet certification criteria. Their jobs are part-time, don't pay a lot, have no benefits, and require the person be flexible during the week and during the year. This is at the community college level. They provide excellent service to students and do it more for altruistic purposes than for money.”

(4) Self-Assessment Function: What Quality Teachers Need To Know and Be Able To Do

Standards are a way to help teachers (and those who help them become good teachers) decide how to spend their valuable time when they participate in professional development or other learning activities. Use of the standards, some Q-survey practitioners think, assures everyone in the field that they are moving in the same direction:

“Standards will specify the minimum knowledge and skills that teachers must possess in order to work with students. They set a bar for the point of entry that ensures that—at minimum—teachers will have a basic set of skills and knowledge required to teach adult students. Standards also establish consistency across all programs and in all classrooms so that instruction has the potential to be equitable for all students.”

“The standards which are desired must be laid out in such a way as to ensure that all certified staff could demonstrate proficiency in each category. That is the only way a certification or degree program could be considered valid.”

However, tying standards to certification can be problematic. If a state has already adopted adult education teacher standards, the self-assessment indicator already exists, and teachers may use it at any time, whether or not they are seeking certification. States that have voluntary or required in-service certification already use standards as well, but other states use standards as a basis for teachers to meet (or at least plan for) annual professional development requirements.

The underlying assumption, in considering whether to use standards to help teachers work toward adult education certification, is that teachers will only take the standards seriously if they are required to meet them for certification or re-certification. In other words, certification or re-certification serves as a carrot to ensure that teachers continue to develop professionally before and during their time in the adult education classroom. This may be the case for some teachers, particularly those who taught for years in the K-12 system and do not feel they have more to learn.⁶² The flip side, however, is that teachers who do not need to teach to survive (some part-time teachers, retired K-12 teachers, volunteer tutors) may not want to go through a certification process to show that they meet these standards, and they may vote “with their feet” by just not working in the system. Funding constraints may make programs feel they cannot exist without

uncertified tutors or without teachers who would be lost to them if there were extra hoops to jump through. As one Q-survey respondent noted:

“If we don't have clear outcome expectations for what students can do, we can't judge program effectiveness. If we don't know what teachers should know and be able to do, how can we assess whether or not someone is qualified to be teaching? Before we push for a certification/licensure component to adult education qualifications, we should think about what those teachers need to do. Let's not make the same mistake that has been made in K-12 by pushing for more "highly qualified" teachers without any sense of what that means in terms of coursework, content knowledge, teaching experience, and student performance.”

(5) Teacher Preparation Function: Increasing Demand for More and Better Teacher Development Opportunities

It is logical that if teachers are required, either pre-service or in-service, to become certified or credentialed as an adult education teacher, there will be three results:

- Because teachers will need to prepare themselves to demonstrate that they meet the standards (through course work or participation in professional development), they will demand professional development activities from the state agency or from a college or university.
- State professional development systems will be justified in asking for more funding from state or federal funders to meet this teacher demand for more and more targeted professional development (in fact, they will be desperate to do so).
- Colleges and universities will be more likely to offer formal adult education certification programs, knowing that teachers will be willing to pay for attendance if they must be certified.

Of course, whether and how much teacher demand for preparation will go up depends on the type of certification system in effect. For example, Arizona's system allows teachers to count experience teaching in an adult education program as a qualification for provisional or standard certification, and hours of professional development count toward standard certification or renewal. Such requirements probably would not increase the demand on the professional development system very much. However, in Massachusetts, even very experienced teachers need to be observed and to document how they satisfy particular standards. In that state, if adult

education licensure were *required* (rather than voluntary, as it is now), the demand for professional development services would certainly increase.

Moreover, whether state systems would demand more resources or whether colleges that offer certificate programs would respond to teachers' demands is debatable, since only a few states presently require in-service adult education certification and teachers can typically satisfy the requirement by attending professional development rather than college courses. Teacher preparation is offered primarily through the professional development system that is funded by the state agency that funds adult education in those states. Virginia's system, still in development, is a mix: the state agency offers professional development for the first two levels, but, for the third level, teachers and administrators must complete an on-line course from Virginia Commonwealth University. As two of the Q-survey respondents observed:

“Teaching adults is far different than teaching children, and instructors need to be trained to teach adults just as they need to be trained to teach children. Certification is a proper step toward teaching adults properly.”

“Without relevant and ongoing professional development, an adult education teaching credential would not be possible to achieve or maintain. Given the amount of turnover in the field and its ever-changing nature, high quality professional development will always be needed.”

(6) Working Conditions Function: Leverage to Increase Salaries or Create Full-Time Jobs with Benefits

Many of the Q-survey respondents cited using certification to leverage salary increases or to open the door to full-time jobs with benefits as a function of high importance. It is assumed that teachers who stay in the field and invest time, energy, or money to become certified will be able to recoup that investment by demanding better, higher paying jobs. But is that likely to be so? And if so, why? For instance, would it be because fewer teachers would be competing for jobs in the field, forcing programs to increase salaries in order to get certified teachers they can hire? Or would teachers be in a better position to then unionize (since they have held up their end of the bargain, so to speak, by becoming certified) and thus secure for themselves a standardized packaged of salary and benefits, as K-12 teachers do? Or is there a more indirect path to better

compensation, such that universal certification of adult education teachers will convince funders that the adult education system merits more funding? And is it realistic to assume that if additional funding comes into the field generally, it will be used to support teacher compensation and working conditions? This is rarely the case now. Increased funding typically goes to enable programs to serve more learners and/or reduce student waiting lists, rather than increasing the per capita spending formula by lifting teacher salary and benefits.

Some of the Q-survey practitioners' opinions about this reflect skepticism that teachers will want to become certified without incentives or that salaries will go up as a result of universal certification. For example—

“Certification or licensure is a professional career investment; if the jobs are transient and underpaid then the potential adult teacher might well look to other educational careers.”

“Why should teachers who lack full-time work and benefits go through the trouble of certification? There's got to be an economic payoff because that's our livelihood.”

“Over 80 percent of adult education teachers nationwide are part-time, non-benefited, and generally poorly compensated, whereas some 90 percent of K-12 teachers are full-time, with ample benefits and pay. The reality is that adult education has little political clout or ability to change this immutable fact. Parents (taxpayers) constitute a potent voting bloc in pushing for what's best for their kids, and K-12 teachers benefit directly in good salaries, benefits, and perks from this reality. Therefore, it is unreasonable to expect, let alone require, that adult education instructors be credentialed at their own expense....”

B. PERCEPTIONS OF Q-SURVEY PRACTITIONERS ON THE VALUE OF CERTIFICATION

Q-survey practitioners have widely divergent views on the value of teacher certification to the adult education system and to learners' achievement. The Q-survey questions drew answers from 428 respondents (see Appendix 2 for details). An analysis of that data identified three distinct perspectives: (1) for certification, (2) provisionally for certification, and (3) against certification.

(1) For Certification

Respondents who hold this perspective most strongly agreed with these statements (listed in descending order of frequency)...

- For certification, standards will be needed on what teachers should know and be able to do.
- Available and relevant professional development is a necessary component of certification so that teachers can learn the areas of knowledge and skills they may be missing.
- There should be options for teachers with K-12 certification to be re-certified specifically in adult basic education and literacy or ESL.

Most in this group strongly disagreed with the following statements (in descending order of frequency)...

- Unionization is one option for adult basic education and literacy or ESL teachers.
- Requiring teachers to be certified would constitute a barrier for potential adult education teachers who do not have a bachelor's degree.
- Voluntary certification, rather than required certification, is appropriate for our field.

The thinking of this group indicates a belief that the certification process entails setting standards for particular knowledge and skills, and that teachers need professional development opportunities to build the knowledge and skills. There is also an understanding of the realities of the current teaching workforce: that many teachers are already certified in K-12 and should be certifiable in adult education by developing only those areas of knowledge and skills specifically related to adult education that they do not already have.

Of course, with standards in place and professional development services available, and with shorter pathways to certification for teachers who already have a background in teaching, certification should be universal, not voluntary. Practitioners who favor certification do not

agree that making it mandatory will keep good teachers out of the field. And, it is worthy of note that they do not support unionization, one possible side effect of it.

(2) Provisionally For Certification

Those who are “provisionally for certification” strongly agreed with the following three statements (in order of descending frequency)...

- Available and relevant professional development is a necessary component of certification so that teachers can learn the knowledge and skills they may be missing.
- One challenge to certification, voluntary or required, is lack of well-paid, stable, benefited jobs for adult basic education and literacy teachers.
- Teacher certification will contribute to the perception that adult basic education and literacy is a system of equal stature to K-12 and higher education.

They disagreed with these statements (in order of descending frequency)...

- Adult education teachers should be certified in K-12 before teaching adults.
- The uncertified teachers I know provide the same quality of instruction as the certified teachers I know.
- The state or program should provide paid release time for teachers working toward their certification or licensure.

According to these respondents, certification might work if proper policies are in place to support it. Specifically, they feel teachers need readily available opportunities to develop themselves and they need better job prospects if they are to invest the time, energy, and resources to become certified in adult education. If both were the case, certification could, over the long term, improve the status of the system, which then might lead to the types of jobs that K-12 teachers and postsecondary faculty enjoy. Furthermore, they feel that certification will improve the quality of the adult education instructional workforce as long as it is not K-12 certification and as long as the teacher pays for it (i.e., as long as the state or program is not subsidizing the time of teachers working toward it).

(3) Against Certification

The third and opposing perspective identified through analysis of the Q-survey results can be characterized as generally **against certification**. Practitioners holding this perspective strongly agreed with the following three statements (in order of descending frequency)...

- One challenge to certification, voluntary or required, is lack of well-paid, stable, and benefited jobs for adult basic education and literacy teachers.
- The uncertified teachers I know provide the same quality of instruction as the certified teachers I know.
- We need research on whether certified teachers are better teachers.

This group strongly disagreed with the following three statements (in order of descending frequency)...

- Adult education teachers should be certified in K-12 before teaching adults.
- All adult education teachers, whether working for a school district, a community college, a community-based organization, or a correctional facility, should be certified in some way.
- Unionization is one option for adult basic education and literacy or ESL teachers.

This group seems to believe that being certified may not make a difference in teacher quality, which (in their eyes) is the most important feature of being an adult education teacher. Given that, it is also unrealistic to expect teachers to be certified for the types of jobs (part-time, unbenefited) that are most common in the adult education system, as the return to investment provides little incentive for getting certified, especially if it doesn't improve the quality of teaching as well. In short, certification, especially K-12 certification, and regardless of institution or agency in which one works, should not be required for adult education teachers. Those who are against certification feel that it may not be related to quality teaching and so it shouldn't be a prerequisite, especially for low-paying jobs. Unions, mandatory certification, and K-12 certification are not the answer. Interestingly, whether for or against certification, practitioners are generally not in favor of unionization in adult education.

The mixed perception of these practitioners, as summarized in more detail in Appendix 2, may explain partly why no comprehensive certification system in adult education yet exists, and why promising models for certification have not been universally adopted.

C. ADULT EDUCATION'S UNIQUE FEATURES & FINANCING

Among the barriers or challenges to certification are adult education's unique systemic features. Research by John Comings, former director of NCSALL,⁶³ outlines differences between K-12 and adult education. He reported in 2002 that adult education students persist differently, need different content, have different skill levels and learning profiles, and participate in a stop-in/stop-out manner.

Added to these systemic variances are fundamental differences in funding: Schools receive hundreds of dollars each year per student through a steady, stable stream of local property taxes. But in adult education, funding can be as low as \$100 per year per student, with the funding coming from a variety of agencies—state, federal, and private—all with different regulations and requirements. Thus, adult education is configured differently than education for children to reflect the realities of adults' lives, and these differences make it harder to organize and fund.

It follows that limited per student funding results in an adult education workforce that is substantially different from that of K-12.⁶⁴ Adult education teachers are more volunteer and part-time, and have little to no formal education in teaching adults. Moreover, this workforce is aging, as fewer young people choose adult education as a career. A main reason is that salaries are lower compared to K-12: the Department of Labor listed median wages in 2008 for adult education/literacy teachers as \$22.26 per hour or about \$46,310 annually.⁶⁵ However, the majority of adult education jobs are part-time with few or no benefits, and to make matters even more tenuous, teaching jobs in many programs are unstable due to year-to-year "soft money" from state legislatures.⁶⁶ It is worth noting that in some areas, adult education practitioners are part of the K-12 union, though there is no national union for adult education teachers to advocate for salaries, job stability, or benefits.

PART IV

NEXT STEPS

This section discusses next steps that might be taken to improve teacher quality in adult education, through professionalization, teacher preparation, and the other purposes that certification is believed to serve.

The reasons for taking action are several. The field's professionalization needs have been obvious to everyone for decades. Recent reports, including *Reach Higher, America*, the report of the National Commission on Adult Literacy, have made it clear, as never before, that a huge unmet service need for adult education exists in the nation that the current system alone cannot meet, or cannot meet doing business the way that it does now. New collaborations are needed, especially with workforce development groups that aim to move more adults by the millions along paths toward college and jobs. In this environment, there is an obvious need for standards and for verifiable proof of relevant, quality programs and fully skilled teachers. Among other benefits, they are apt to improve prospects for funding in the competition with other social service sectors.

The foregoing sections of this paper indicate a wide range of attitudes (sometimes in conflict) and variations in current certification and credentialing practices that would influence the development of a comprehensive certification system with comparable elements across the states. Under the best circumstances, it would probably take many years to achieve the desired outcomes. In the meantime, care should be taken to avoid triggering system failure by overloading the system or placing onerous requirements on a teaching workforce that already has limited material incentive to join or remain in adult education.

With these caveats, next steps that might be taken on the certification front are in three broad areas: conducting needed research and evaluation, enhancing and making more widely available professional development opportunities, and beginning a long-term process for developing a more comprehensive system.

A. RESEARCH AND EVALUATION

Professional opinions are widely divergent on what constitutes an adequately qualified teacher and on the relationship of qualifications to learner achievement. It is also unclear what benefits would automatically accrue to adult education from a stronger teacher certification system. Adult education is operating in an “evidence-based” system, and issues like these need further research.

(1) Drawing on Federal Resources

The field should not rely on K-12 research to provide the answers, because the adult education system is significantly different. The National Reporting System (NRS) produces data on adult education, which could be of help if adequate information on adult education teacher certification were collected, but there are fears that the data on students, teachers, and other factors that might explain student achievement is incomplete.⁶⁷ Thus, national organizations—such as the Council for Advancement of Adult Literacy, the National Coalition for Literacy, the Commission on Adult Basic Education, and ProLiteracy—should put pressure on the U.S. Department of Education’s research arm to fund essential research in this whole area.

Ironically, precisely because it does not now have a comprehensive certification system, the adult education field is rich ground for research on whether and to what extent certification is related to student achievement. That is because adult education teachers have such a wide range of qualifications and certification statuses. There are tutors with no teaching experience and only 15-hours of training, uncertified teachers with bachelor’s degrees and no pre-service training at all, teachers certified in K-12 and/or adult education, and teachers with master’s degrees but no certification of any kind. Examining this cross-section of educational backgrounds and certification levels and types could be very revealing to adult education (and probably also to the K-12 system in its own exploration of teachers’ qualifications related to student achievement). However, this kind of adult education research could be hindered because adult students are not *compelled* to attend basic education services (as schoolchildren are) and adults have a much wider range of achievement goals than simply moving on to the next grade. Moreover, the range

of variables that would need to be analyzed is great (such as program type, intensity of instruction, individual learner characteristics, prior education, and literacy in the first language for ESL learners).

(2) Evaluating Existing Models

Many different certification models were examined for this report, but the information drew heavily on self-reported data designed for public consumption on websites. Instead, we need more objective independent evaluations of the models. Understanding them better is key to building effectively on the current “system.” Among the obvious “starter” questions are these—

- How do the requirements for reflective analysis in Texas and action planning in Virginia work to ensure that teachers really apply what they learn in professional development once back in the classroom?
- How does Missouri’s requirement for two years of mentoring actually work, and what does it contribute to teachers’ qualifications?
- How, precisely, do the portfolio processes in Massachusetts and Colorado work, in which teachers must document what they know and are able to do?
- What do the specific ABE and ESL subject matter tests in Massachusetts contribute to the adult education certification process in that state?
- How has Nevada’s use of student achievement as a certification mechanism for adult education teachers worked out?
- For states like Massachusetts and Arizona that have different “paths” to or requirements for adult education certification (depending on a teachers’ level of teaching experience), has it been equally effective for both part-time and full-time teachers?
- What is the nature of the resistance, if any, from teachers or programs in states that require adult education certification?

B. ADVANCING PROFESSIONAL DEVELOPMENT AND TEACHER PREPARATION

It seems likely that at least some of the contributions of certification—the self-assessment, professionalization, and assurance of quality functions—could be achieved without certification,

by providing more accessible and high quality professional development opportunities for teachers. There is substantial documentation within adult education that most teachers do not have as many professional development options as they want or need, especially part-timers who make up the bulk of the workforce.⁶⁸

Q-survey practitioners think that access to professional development activities that help teachers meet standards is a key part of any certification system. A review of recent research on teacher quality and student achievement suggests that many of the commonly found, effective, evidence-based professional development practices of K-12 are not often found in adult education.⁷⁰ They could certainly be developed, though this would require new state and federal funding.

C. DEVELOPING A COMPREHENSIVE SYSTEM

How might adult education certification move forward, even as needed research and expansion of professional development opportunities is carried out? Potential models for elements of a certification system are considered below, along with policies that may be needed to support implementation of wider or universal certification.

Work in process by John Comings and the author⁷¹ indicates that certification or credentialing systems must have at least three components, and these provide the framework for the remainder of the discussion:

- **Standards**, the skills and knowledge people need to learn in order to be eligible for credentials and certifications.
- **Teacher preparation program services**, the opportunities by which people acquire and improve the skills and knowledge they need to be eligible for certification.
- **Certification mechanisms**, by which people demonstrate the skills and knowledge needed to be eligible for certification or credentials.

(1) Models for Developing Standards

In general, the adult education system seems to be on a slow path towards determining what teachers should know and be able to do. Some states have standards but do not use them for certification, and some states appear to have no standards. The standards developed by Pro-Net (see Appendix 3) almost a decade ago are used or form the basis for standards in Maryland, Virginia, and a few other states. In 2008, TESOL became the first major national association to have established teacher standards for adult educators, in this case, for teachers of adult ESL/EFL. And COABE and a few other associations (e.g., Adult Numeracy Network) are now talking about developing standards.

In practice, developing standards as an element of a certification system should be relatively easy because there are at least some national and state models to learn from or adapt. One track to such information is the NAEPDC website,⁷³ with its page of state “practitioner standards” models. Maryland and Massachusetts have also documented the process by which their states developed standards, through a fairly time-consuming participatory approach.

The Office of Vocational and Adult Education (OVAE) of the U.S. Department of Education—although it sees development of standards as a state, not a federal, responsibility—nonetheless has been willing in the past to fund special projects (Adult Content Standards) to help states move ahead in setting standards, and given the current interests of OVAE, there may be a possibility of support to the states for work in this area. But even without a specific federal requirement that standards across states be uniform, most states are likely to develop comparable standards because their starting point will usually be other existing models.

The existence of standards in other professions provides guidance to adult education entities about what standards should “look like.” Typically (see Appendix 3), standards include a small number of overarching themes or domains (e.g., knowledge about adult learning theories, instructional planning skills), with specific knowledge and skills mapped out under those, along with indicators or performance standards describing how professionals can demonstrate competence in that knowledge or skill.

One recommendation, then, if achieving universal adult education teacher certification is desired, is for future national legislation to require states to develop and use standards for teacher competence (in the same way that the No Child Left Behind Act required states to begin demonstrating that they were hiring “highly qualified” teachers). OVAE could then provide technical assistance to states that want it.

It should be emphasized, however, that the adult education system is diverse in its structure at all levels of funding, policy, and implementation. Thus, each part of that system would need to weigh in to be sure that standards are tailored for specific content and particular practitioner roles. For example, some states (e.g., Virginia and Texas) have different standards for both teachers and administrators. Virginia has standards and provides professional development for support staff certification as well. Other states (Kentucky is an example) have distinct and different standards for ABE/GED, ESL, and workplace teachers.

(2) Teacher Preparation Models

Models also exist for providing adult education teachers with the knowledge and skills they need, for both pre-service or in-service purposes.

Professional Development Offered by the State System. The advantages of state-sponsored professional development activities—whether they are workshops, small peer groups, or observation and coaching—is that they are usually free or offered at minimal cost to adult education teachers, *because* they are funded and developed by the state. But for state agencies to provide more professional development options/hours, especially if related to formal certification, increased funding will be needed. To help keep costs down, online courses might be a partial answer. Such courses have become increasingly available in the past few years (e.g., *Professional Studies AE* of World Education and *AE Pro* of the Center for Literacy Studies at the University of Tennessee and the Ohio Literacy Resource Center of Kent State University). Online offerings could also put courses in the hands of adult education teachers in rural areas, who might find it difficult to travel far to attend face-to-face required certification-approved courses. However, online courses offered by national organizations often charge a fee to either the state or the individual, and these fees must be carefully calibrated so that they are affordable

to practitioners while still allowing the course sponsor to cover the costs of developing and providing them.

Graduate Courses. Another option for meeting standards is to attend graduate courses, either online or face-to-face, offered through higher education institutions. Colleges are set up precisely to offer this type of activity, and most now have online capacity for continuing education. It is also easier to accredit a postsecondary institution as a provider of adult education teacher preparation because colleges and universities are already accredited through systems such as the National Council for Accreditation of Teacher Education (NCATE). The difficulty, as Massachusetts has discovered,⁷⁴ is that colleges and universities are often reluctant to set up such certificate programs if they are unsure that adult education practitioners will pay the costs of attending college certification-related courses. For this reason, as long as certification is voluntary, it may be harder to get colleges to participate.

Virginia, however, (discussed on page 24) is a good example of how this problem might be overcome. The state's new certification program, the Adult Educator Certification Program, includes on-line teacher graduate preparation offered in partnership with Virginia Commonwealth University. This is for practitioners who want to be certified at the highest level (three levels are offered in the Program). Participation is optional but "strongly encouraged." Because there are requirements for completing a certain amount of professional development each year, the workshops and courses that are part of the Certification program will count towards that. Even though adult education practitioners who have completed a master's degree can receive the highest-level certificate without attending professional development/ training designed for that level, they must complete training offered at the two lower levels. The reason for this is that Virginia believes this will complement the formal coursework of master's degree recipients, making them apply, through professional development activities, the concepts they learn from adult education practice. Though teachers are not required to take part in professional development towards certification, their participation will be "reflected" on the annual program performance report cards. These report cards may motivate teachers to participate, because a good report card could also help bring about increased funding for the program.

The One-to-One Apprenticeship Model. Apprenticeships are another option for preparing teachers for certification. A novice teacher, or a teacher who needs to be recertified, can pair up, either in his/her program or a program located nearby, with an experienced teacher who has been documented as “effective.”⁷⁵ The experienced teacher would be paid to work one-on-one with the novice teacher. Activities would include observing and being observed in each other’s classrooms, planning which workshops or courses to attend or take online (if any), setting up reading assignments and reflection papers, and discussing and strategizing about student learning problems.

The new teacher “induction” model used in K-12 includes, as one of its components, this one-on-one mentoring. The other components are an agenda of professional development targeted to the new teacher’s needs, and a formative assessment model for providing on-going feedback on the new teacher’s progress in mastering knowledge and skills.⁷⁶ The advantages of this model are more flexibility and convenience for the teacher seeking certification, targeted and intensive assistance with particular teaching issues (rather than generic issues covered in workshops), and verification of competence in a particular area by a sanctioned teacher who knows the “apprentice” well.

In adult education, “master” teachers could also receive recertification credits for their service in this role, since adult learning theory supports the idea that teaching someone else solidifies one’s own learning. Challenges include matching apprentices and master teachers on a timely basis, difficulty in ensuring “affinity” and trust between assigned masters and apprentices, setting up a regulatory and accountability system to ensure that standards are not simply being “crossed off the list” without adequate documentation and demonstrated competence on the part of the apprentice, and increased cost to either the program or the state in funding the master teacher. This model may also be hard to organize in rural areas where teachers work in very small programs far removed from other teachers. It is worth noting that Missouri has a two-year mentoring requirement as part of its required certification process, but it is difficult to find information online about what that actually entails.

Mentor Teaching Group Models. In this model, a mentor or “master teacher “ has up to five apprentices.⁷⁷ The key feature of a mentor teacher group is that the whole group (the teacher

participants and one mentor) meet four times, interspersed with observation and feedback by the mentor in each of the teachers' classrooms. Combining mentor observation and a study circle, this model provides more flexibility and convenience than attending a large 25-person workshop in a central location, while offering opportunities for participants to learn from each other as well as from the mentor. Similar constraints apply as to the one-to-one apprenticeship model, and additionally mentors need special training, supervision, and support. But the approach permits more teachers to gain the knowledge and skills they need for certification than is possible in the more expensive one-to-one model. Massachusetts uses small group mentoring to help adult education teachers prepare for the voluntary ABE license, so a model already exists that other states could adopt or adapt.

Job-Embedded Teacher Learning Circles. In K-12, job-embedded teacher learning circles are fast becoming a prominent model of professional development. They are perhaps most strongly supported by research on the effectiveness of professional development.

An example of a professional learning activity would be a small group of teachers who come together in their school or program to discuss real and current problems, informed by data and student "artifacts" (Ball & Cohen, 1999) such as test scores, student essays, or videotapes of students' discussions. In their self-led study group, after defining and clarifying the problem or instructional challenge, the teachers then seek solutions from research or from experts, come up with individual or group solutions, try them out, observe each others' classes, look at follow-up data, and evaluate how well the solutions work. The focus is on teachers' learning rather than content or topics, and on self-directed learning rather than on transmitting knowledge from expert to teacher.⁷⁸

The job-embedded teacher learning circle model has many advantages. If there are enough teachers, it takes place within the adult education program. It focuses on adult student learning rather than what the teacher does or does not know. Teachers' learning is connected directly to actions that improve students' learning (rather than hoping teachers will apply, indirectly, what they have learned in a workshop). It also recognizes reflective practice that goes beyond just learning new strategies and trying them out.

There are also disadvantages. A teacher facilitator must be trained, supervised, and supported. It can be a scary form of professional development because it requires teachers to share problems

with other teachers. It must have enough structure that the group does not lose its way, yet enough flexibility that it is not micro-managed by the program director. It may focus so much on the specific learning problems of the adult students that it overlooks the knowledge and skills of teachers' standards. Moreover, this is a new model for adult education, so state professional development systems must learn how to provide technical assistance to teacher learning groups.

A Final Caveat. Whatever the teacher preparation requirements or models, practitioners are clear on two points (as judged from their responses to the Q-survey): First, using K-12 certification as a requirement for all adult education teachers is highly inappropriate and irrelevant. Second, those who already have K-12 certification should not have to jump over as high a bar for adult education certification as their uncertified colleagues should:

“We can assume that these teachers [those with K-12 certification] have their college degree from an accredited institution and have passed all the necessary state exams to have achieved a state teaching license. If this instructor in the K-12 system wanted to add another subject certification to his/her license, he/she would just have to take some classes and pass an additional exam. I believe that as a licensed professional, they already have the educational background and often the teaching experience to work as a teacher in adult education, but they are lacking some basic classes such as adult learning theory and workforce education and a few other things that make adult learning different. They don't need to go to four more years of school just to get a new license, they could take a few classes, and take an additional test, and get their certification.”

(3) Certification Mechanisms

The thorniest of the three components of a certification system is the mechanism by which certification is achieved. The question is, how can teachers document what they know and can do, without the process being too unwieldy, bureaucratic, expensive, or time-consuming for the teacher or certifying agency staff, while at the same time being fair and legitimate as a measure of teacher development and expertise?

The three common mechanisms for certification are:

- Completion of courses or professional development activities, in terms of number of hours (seat time), or passing courses, or workshops on specific content;

- Passing scores on tests of knowledge and skills (usually standardized); or
- Approval by a designated individual or panel of teachers' performance documentation, such as a portfolio.

Each of these has its advantages and disadvantages. All are currently in use, either as the solo form of measuring competence or in some combination, by states that already have voluntary or mandated adult education endorsement, licensure, or re-certification.

Completing Courses or Professional Development Activities. This is easiest to count. Such activities can be designed specifically to fit the certification, thus saving teachers the time and energy of designing their own activities to satisfy requirements. When the courses or activities are online, this makes it even easier to complete the requirement because teachers can do it from their own homes, on their own time. However, these “mechanisms” both have costs, which must be covered either by the teachers or state agencies. There is also a danger that, without regular accrediting agency supervision, participation in these teacher preparation activities can become rote, poor quality, and a waste of time for teachers (who may see them simply as a “hoop” to jump through for re-certification). However, this may be less a danger when the sponsoring organization is a college or other accredited organization, because the onus of maintaining quality is on the institution rather than the individual teacher.

Passing a Standardized Test. Standardized testing of knowledge and skills is easiest for the certifying agency, the reason that many states developed such tests to meet requirements of the No Child Left Behind Act. The tests are easy to grade. Results come quickly, and because they are standardized, there is no need for a panel to judge performance. Furthermore, once tests are developed, they can be used as a means of documentation for many years. However, because of the time and money that goes into developing an appropriate test, unless many or all states wanted to use the same test (possibly passing this cost to OVAE or sharing the cost), each state would have to pay its own development costs. Thus, it is easy to see how states might just use their already-developed K-12 teacher licensure tests, even though they do not reflect adult education knowledge and skills. It can also be argued that standardized tests are a poor way to actually gauge a teacher's classroom performance.

Performance Documentation. This is inherently the richest form of documenting what a teacher knows and can do, and it is an integral part of the certification system in Massachusetts. If videotaped observations are part of a portfolio, for example, certifying agencies can literally see what the teacher is like. The process of developing a portfolio is a form of learning in itself because teachers are asked to write reflective papers or design lesson plans that demonstrate their actual thinking. However, this form of documentation is also very time consuming and labor intensive, and it depends heavily on subjective judgments about whether teachers meet the standards.

Adult Students' Achievement. Re-certifying teachers based on their students' achievements is another option for documenting teacher competence. As noted above, Nevada is currently the only state on record that uses this as criteria for awarding voluntary adult education certification to both teachers and tutors. In the Nevada Adult Basic Educator Certificate of Performance program, an initial Certificate of Performance (valid for three years) is awarded to any teacher who can show during a specified period that they can satisfy the criteria for one of the following: (1) Student retention and CASAS gains, (2) GED completion, or (3) achieving program grant objectives.⁷⁹

In one sense, student performance may be the best and most direct measure of teachers' competence, which is the basis of NCLB's focus on results-oriented education reform. But it would be more difficult to determine appropriate student outcomes in the adult education system. Some practitioners and programs might want to consider only gains in basic skills as a legitimate measure against which to gauge teacher effectiveness, while others would want to include such indicators as whether students reach their stated goals or transition into a career path, postsecondary education, or a job.

Perhaps the adult education field is in a better position to agree on what counts as student outcomes than it was a decade or so ago, because of the accumulated experience of the National Reporting System. However, using student outcomes as a measure of teacher competence for licensure, endorsement, or re-certification is controversial, for several reasons. -For one thing, research in K-12 shows that teachers are not the only influence on student achievement; other influences include class size, student socio-economic status, resources available, the presence or

lack of leadership in the school, and policy constraints. For another, in other professions, client outcomes are not used to determine whether a practitioner deserves certification. Good lawyers lose cases, good doctors lose patients, and clients with good accountants are still investigated by the IRS. While these kinds of professionals may lose business based on their reputation, or even be sued by clients for malpractice, their licenses or credentials are revoked only for extreme negligence or violation of ethics. So is it fair to ask adult education teachers to be held to a higher standard, putting their livelihood in jeopardy if students do not pass tests? Moreover, if the system were to use student achievement as an outcome for required certification, would enough teachers remain in the workforce to provide instruction?

Tenure and Promotion. Another option to consider for measuring and determining competence could be the tenure and promotion model used in colleges and universities. This is essentially a “craft” model, where committees of peers, department heads, and deans and provosts review the body of work amassed by a teacher and make a judgment, based on broad guidelines, about whether the teacher is qualified.

If adult education programs, rather than state agencies or colleges and universities, were the entities for conferring certification, then the agency administering adult education in the state could use an accreditation system for funding adult education programs based partially on the rigor of their certification/tenure/promotion model, as Comings & Stein suggested a decade ago.⁸⁰ However, such a system would require that programs compensate the time teachers spend building and documenting the progression and improvement of their “craft.” Programs might have to offer serious incentives (raises in salary, assurance of job stability), or serious consequences (firing), as universities do. Unless and until per-student funding in the adult education system rises dramatically, it is not conceivable that they would be able to do this.

D. PROCESS FOR DEVELOPING THE SYSTEM

Whatever standards, teacher preparation, or certification mechanisms are adopted for adult education, implementing a comprehensive system will require action on many fronts, and development will have to occur incrementally.

In 1986, researchers Michael Galbraith and Jerry Gilley recommended a nine-step process for developing a professional certification program.⁸¹

1. *Identification of purposes and motives*
2. *Identification of essential competencies*
3. *Establishment of procedures*
4. *Identification of potential candidates*
5. *Response to identified issues*
6. *Establishment of criteria*
7. *Marketing of the program*
8. *Evaluation and modification of the program*
9. *Remarketing of the program (p. 33-37)*

In a system as diverse as adult education, this process would take many years. But, Dolores Perin suggested in 1999⁸² that “an interim solution [to rolling out mandatory teacher certification] could be to require a credential only of program managers, staff trainers, curriculum developers, and full-time teachers, but not part-time or volunteer staff. Individuals with credentials could guide and monitor the educational activities of personnel with less training.” In this scheme, the field could move gradually to credentialing all practitioners, but start by requiring certification for new hires while grandfathering experienced teachers.

The United Kingdom may offer an instructive model.⁸³ Since 2001, all new adult education (or “further education”) teachers have been required to hold a generic teaching qualification. Since 2007, with the introduction of teacher reforms, the teachers must hold both a generic teaching and a subject-specific qualification (English literacy, English ESL, or math/numeracy) to be fully qualified. Holding one of these two qualifications makes a teacher “partly-qualified,” and eligible to teach while earning the second. Teachers from before 2001 who held qualifications considered appropriate under previous legislation are automatically grandfathered into the new system and exempt from having to acquire new ones.

The U.K. has an estimated teaching workforce of about 24,780 teachers (of literacy, numeracy, and ESL), the equivalent of some 10,460 FTE staff. Teacher standards are based on the national curriculum frameworks for adult students (there is no U.S. equivalent) called Skills for Life. For teacher preparation, adult education teachers may earn the generic and subject-specific

qualifications by participating in two different programs, or they may join an integrated program that provides both. Teachers with a generic teaching qualification have two years after hire to obtain a subject-specific qualification; teachers who need both qualifications have five years to get them. A recent study by the U.K.'s National Research and Development Centre for Adult Literacy⁸⁴ shows that teachers have responded well to the new challenge: the percentage of fully-qualified adult education teachers rose from 35 percent in 2005-2006 to 48 percent in 2007-2008.

Another option for developing the system is for national organizations or associations to set their own requirements for adult education teachers and tutors, an activity that has been minimal to date. TESOL has developed standards for adult ESL teachers but has not yet progressed to offering a certification in relation to them. ProLiteracy, the primary organization for training and supporting volunteer adult literacy programs and tutors, offers a program director credential through their "Leadership Excellence Academy," though it is offered only through state adult basic education and literacy agencies, not directly to individuals. As noted earlier, COABE does not have a certificate for adult education teachers, but at a recent meeting of state association leaders, development of a competency-based national ABE teacher certification was discussed, with COABE as the certifying body.⁸⁵ If COABE were to launch a national certificate, it would be following in the footsteps of the early childhood education system. The evolution of certification in this field is particularly relevant for adult basic education and literacy because both fields share many features: low pay for teachers, a diverse delivery system (homes, churches, centers, schools), and a traditionally unlicensed pool of practitioners.⁸⁶

Finally, to roll out a comprehensive national certification system would obviously require strong supporting public policy and funding, at both state and federal levels, although this, too, could be provided incrementally.

The group of Q-survey respondents who were "provisionally for" certification pointed to two needs in particular for supporting certification and, ultimately, contributing to better quality teachers:

- Increasing resources for teacher preparation and professional development; and

- Increasing incentives for teachers to invest in certification (such as enabling higher salaries, or full-time jobs with benefits).

“...Many of the people who teach adult education either have other full-time jobs or end up having to string together a series of part-time teaching jobs to support themselves. If there were better paying full-time adult education teaching jobs with benefits, certification would seem more desirable because there would be greater potential for people to sustain themselves with the one adult education teaching job.”

“On the face of it, requiring teachers to be certified doesn't seem like a bad idea, but until conditions in the field change so that it makes sense to people to get certified in terms of their job futures and job conditions, I think it is quite likely to work to the detriment of the field.”

“It is a “chicken and egg” situation: unless we have a field that is stable and well funded with full-time positions, certification becomes extremely difficult. [But unless we have certification, we aren't likely to have the former.]

PART V

CONCLUSION

This paper attempts to shed light on a range of questions about certification, all of them deserving fuller discussion and exploration. For example—

What research should be undertaken to gather more evidence about the benefits of certification in adult education? How high a priority is teacher certification for the adult education field, and why? Could/should the system be built on existing systems of certification (such as K-12, university degrees/certificates, in-service training programs) with additional requirements, or must a wholly new system be constructed? Who should develop and administer the system(s)—e.g., state government, professional associations, the federal government, schools of education, and/or customers of adult education (such as employers and colleges)?

If a comprehensive system is built, what should its key characteristics be?

- Should it be uniform nationwide, or should states/professional associations develop systems within certain broad parameters? How can similar “rigor” be assured across systems and comparability in essential areas?
- Should a goal be to establish minimum standards for teachers *before* they are hired into adult education, or to fully qualify all teachers within a certain number of years after they begin teaching adults?
- How should the system use current state or national standards of teacher quality? If these are not the standards on which a certification system should be built, what standards should be used?
- Should certification apply to part-time and adjuncts as well as full-time teachers?
- Should it be mandatory or voluntary, and why?
- Should there be variations in the system to apply to all areas of instruction—ABE, GED, ESL, math, and workforce skills preparation—and variations in what is needed for different kinds of teaching professionals—i.e., community colleges, school districts, voluntary programs?

- Should teaching experience be “counted” toward meeting certification requirements, and is “grandfathering” a good idea?
- What certification mechanisms make sense for the adult education system: completing formal coursework, passing tests, and/or performance evaluation?

Other questions also invite attention. For starters, how expensive would an effective certification system be—would it be worth the cost and who should pay for it? What are the key areas of resistance to comprehensive certification, and how can they be overcome? (For example, what issues concerning the make-up of the workforce would have to be resolved—e.g., part-time versus full-time teachers, whether currently credentialed or not, teachers in different institutional settings, those holding degrees at various levels?)

Finally, how can policies for improving/expanding teacher preparation (professional development) and incentives (working conditions) be usefully promoted and funded?

Daunting as the challenge is, there is a base of experience on which to build. One third of states offer a specific adult education certification for teachers *after* they begin to teach. These states provide an array of models that might be instructive in developing standards, teacher preparation, and certification requirements and mechanisms.

However, in cases where validating competence is similar to the “alternative certification” models used in K-12, the practitioners consulted in the Q-survey, feel strongly that K-12 certification models are inappropriate for adult education.

Getting a certificate in adult education currently ranges across a very wide spectrum of content, intensity, duration, costs, and rigor—from a few hours of professional development or demonstrating previous experience teaching adults (in Arizona), to formal coursework in a specific adult education program at a higher education institution (in D.C.), to a combination of taking tests, observing teaching, and producing portfolios to demonstrate knowledge and proficiency in specific teaching skills (in Massachusetts).

Evaluating the “models” now in use is an obvious next step, essential to learning from accumulated experience and developing a system with the unique needs of adult learners in mind.

The field is far from having a comprehensive *pre-service* certification system and requirements, and although some practitioners in the field are uncertain about the value(s) of certification—whether pre-service or in-service, mandatory or voluntary—others believe that adult education certification could, under certain circumstances, make contributions to the field—including assurance of quality, professionalization, gatekeeping for hiring programs, teacher preparation and development, providing a tool for self-assessment, and providing a foundation from which to advocate for well-paid jobs, stability, and benefits.

Whatever questions remain, it should be evident from the intense response to the Q-survey that certification is a priority topic for adult education practitioners and policymakers at all levels of the field, and is thus deserving of continued debate. The author hopes this review will help move the deliberations and action in new directions.

APPENDIX 1

ENDNOTES

[Note: Three numbers missing in the Endnotes sequence were inadvertently deleted during the editing process and could not be restored. However, all citations are correctly attached to their related text.]

¹ (a) Smith, C., & Hofer, J. (2003). *The characteristics and concerns of adult basic education teachers* (NCSALL Report No. 26). Boston: National Center for the Study of Adult Learning and Literacy - <http://www.ncsall.net/fileadmin/resources/research/report26.pdf>. (b) Smith, M.C. (2006). "The Preparation and Stability of the ABE Teaching Workforce: Current Conditions and Future Prospects," Chapter 6 in John Comings, Barbara Garner, and Cristine Smith (Eds.), *Review of Adult Learning and Literacy*, Volume 6: 165-196 - http://www.ncsall.net/fileadmin/resources/ann_rev/rall_v6.ch6.pdf.

² For example, see the certification brief and table produced by adult ESL researcher JoAnn Crandall, which also deals with adult basic education: http://www.cal.org/caela/esl_resources/briefs/tchrcred.html.

³ Trends in International Mathematics and Science Study, and Progress in International Reading Study—programs of the TIMSS and PIRLS International Study Center, Lynch School of Education, Boston College.

⁴ The 1983 report of President Reagan's National Commission on Excellence in Education.

⁵ Public Law 103-227, signed into law March 1994 by President Clinton.

⁶ (a) See especially Galbraith, M.W. and Gilley, J. W. (1986). *Professional Certification: Implications for Adult Education and Human Resource Development*. National Center for Research in Vocational Education. Available through ERIC: ED 272767. (b) Shanahan, T., Meehan, M., & Mogge, S. (1994). *The professionalization of the teacher in adult literacy education* (NCAL Technical Report TR94-11). Philadelphia: University of Pennsylvania, NCAL. (c) Perin, D. (1999). Professionalizing adult literacy: Would a credential help? *Journal of Adolescent & Adult Literacy*, 42 (8): 610-619. (d) Sabatini, J., Ginsburg, L., & Russell, M. (2002). Professionalization and certification for teachers in Adult Basic Education. Chapter 6 in J. Comings, B. Garner and C. Smith (eds), *Annual Review of Adult Learning and Literacy*, Volume 3. San Francisco, CA: Jossey-Bass. <http://www.ncsall.net/?id=572>. (e) Smith, M.C. (2006), op cit. (f) Crandall, J., Ingersoll, G., and Lopez, J. (2008). (f) *Adult ESL Teacher Credentialing and Certification*, Research Brief. Washington, D.C.: Center for Adult English Language. www.cal.org/CAELA/esl_resources/briefs/tchrcred.html

⁷ Action 1 of Priority III (Quality, Outcome D), see p. 12, Reddy, L. and Green, S. (2000). *From the margins to the mainstream: An action agenda for literacy, The National Literacy Summit 2000*. Washington, D.C.: National Institute for Literacy. http://www.eric.ed.gov:80/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_ERICExtSearch_SearchValue_0=ED444028&ERICExtSearch_SearchType_0=no&accno=ED444028.

⁸ SCANS stands for Secretary's (of Labor) Commission on Achieving Necessary Skill, which in 1992 produced a document outlining the skills young people need to succeed in the world of work, including five competencies relating to using resources, interpersonal skills, information, systems and technology, and a strong foundation of basic skills, thinking skills, and personal qualities such as responsibility and integrity (see Skills And Tasks For Jobs: A Scans Report For America 2000, available at http://wdr.doleta.gov/research/FullText_Documents/1999%5F35%2Epdf).

¹⁰ Durr, A. J. (2008) "Teacher Education's Critical Issues with Teacher Quality" *Paper presented at the annual meeting of the MWERA Annual Meeting, Westin Great Southern Hotel, Columbus, Ohio Online* <PDF>. 2010-01-23 from http://www.allacademic.com/meta/p275298_index.html, p. 1.

¹¹ Educational Testing Service (ETS). (2004). *Where We Stand on Teacher Quality: An Issue Paper* from ETS. Teacher Quality Series. Princeton, New Jersey: ETS. Retrieved January 17, 2010 from http://www.ets.org/Media/Education_Topics/pdf/teacherquality.pdf.

¹² U.S. Department of Education. (2004). *No Child Left Behind: A Toolkit for Teachers*. Washington, D.C.: author. Retrieved March 7, 2010 from <http://www2.ed.gov/teachers/nclbguide/nclb-teachers-toolkit.pdf>.

¹³ Crandall, Ingersoll and Lopez, 2008, op cit.

¹⁴ Crandall, Ingersoll and Lopez, 2008, op cit.

¹⁵ Educational Testing Service (ETS). (2004). *Where We Stand on Teacher Quality: An Issue Paper* from the ETS Teacher Quality Series. Princeton, New Jersey: ETS, p. 7 Retrieved January 17, 2010 from http://www.ets.org/Media/Education_Topics/pdf/teacherquality.pdf.

¹⁶ Crandall, Ingersoll and Lopez, 2008, op cit.

¹⁷ See http://www.ncsall.net/fileadmin/resources/ann_rev/rall_v7_ch3.pdf and <http://www.pro-net2000.org/index.htm>.

¹⁸ In personal communication with the author, April 2010.

¹⁹ Belzer, A., Drennon, C., & Smith, C. (2001). Building professional development systems in adult basic education: Lessons from the field. Chapter 5 in J. Comings, B. Garner and C. Smith (eds), *Annual Review of Adult Learning and Literacy*, 2: 151-188. San Francisco, CA: Jossey-Bass. <http://www.ncsall.net/?id=559>.

²⁰ Personal communication between Carey Reid and the author, February 2010.

²¹ Postsecondary institutions are often reluctant to offer formal programs and courses in adult education certification. Apparently, this is because the numbers of practitioners likely to take advantage of (pay for) these programs is small compared to the many thousands of people who enroll for licensing for K-12 teaching. Professionals in Massachusetts were reportedly frustrated in their efforts to get colleges and universities in the state to establish a program for adult education coursework leading to teacher certification. This was the case even when ALL of the courses, online or off, had already been developed by the state professional development system.

²² See <http://www.worldcampus.psu.edu/FamilyLiteracyCertificate.shtml>.

²³ See the Teachers' College website at <http://www.tc.columbia.edu/tesolcertificate>.

²⁴ See www.tc.columbia.edu/tesolcertificate.

²⁵ See http://www.udc.edu/academics/cas/education/graduate_certificate_adult_education.htm.

²⁶ See <http://www.desu.edu/concentration-adult-education-and-basic-literacy>.

²⁷ See <http://www.buffalostate.edu/gradprog.xml?bpid=233>.

²⁸ See www.hamline.edu/education/adult/atlas/resources/surveys/index.html.

²⁹ See <http://www.r.umn.edu/academics/programs/certificate/adult-ed/index.htm>.

³⁰ Personal communication between the author and Steve Steurer, April 18, 2010. Note that the Massachusetts Department of Corrections now requires teachers in correctional facilities to obtain the adult basic education license, although it is voluntary for practitioners working in other programs in the state.

³¹ U.S. Department of Labor, Bureau of Labor Statistics, U.S. Department of Labor, *Occupational Outlook Handbook, 2010-11 Edition*, Teachers—Adult Literacy and Remedial Education, on the Internet at <http://www.bls.gov/oco/ocos289.htm> (visited *January 31, 2010*).

³² Author's Note: In the late 1980s, when I designed and conducted training for volunteer ABE and ESL tutors at the Commonwealth Literacy Campaign of Massachusetts, there was tension between paid teachers and the trained tutors who worked in the same programs or classrooms, because the tutors found themselves better prepared with theories of adult learning and specific techniques for teaching reading, writing, and speaking English to adults. Along with other factors (such as passage of the National Literacy Act, which allowed for state literacy resource center development), this was one of the forces behind the initiation of the System for Adult Basic Education Support (SABES), whose mission for the past 20 years has been to provide professional development to paid part-time and full-time teachers in the state.

³³ In the unpublished survey, state ABE directors were asked to list their credentialing requirements. Twenty-seven states and Guam responded to the survey. Unfortunately, one state responded 19 times. Thus, the survey numbers could not be used to corroborate the Faye/Crandall findings. But, according to NAEPDC, open-ended responses from some states did strongly suggest that the data is reliable. The NAEPDC survey also suggested that while some states do not offer an external high school diploma program, in those that do, teachers are required to have a K-12 teaching credential, primarily in secondary education.

³⁴ Some states require a background check before teaching in any classroom, but the information on that varies and is not directly relevant to the issue of adult education certification.

³⁵ Crandall, J., Ingersoll, G., and Lopez, J. (2008). *Adult ESL Teacher Credentialing and Certification*, Research Brief. Washington, D.C.: Center for Adult English Language. Retrieved February 15, 2010 from www.cal.org/CAELA/esl_resources/briefs/tchrcred.html.

³⁶ In personal communication between JoAnn Crandall and the author, March, 2010.

³⁷ Crandall, J., Ingersoll, G., and Lopez, J. (2010). Adult ESL Teacher Credentialing and Certification Table. Center for Applied Linguistics: http://www.cal.org/caela/esl_resources/briefs/TeacherCredentialChartJune2010.pdf.

³⁸ Drawn from websites and CAELA documentation, and supplemented by personal conversations and e-mails.

³⁹ Programs funded by the Adult Education and Family Literacy Act.

⁴⁰ CDE website. See <http://www.cde.state.co.us/cdeadult/download/LIA/LIAUpdates/LIAupdate0910.pdf>.

or <http://www.cde.state.co.us/cdeadult/LIAIndex.htm>,
or <http://www.cde.state.co.us/cdeadult/LIACourseOfferings.htm>.

⁴¹ Raye Nell Spillman, Louisiana Department of Education, personal correspondence with Author, December 2, 2010.

⁴² See <http://adultinstruction.org/personnel/faqs/requirements.pdf>: A review of job descriptions in California adult education programs shows that potential instructors need a bachelor's degree, a passing grade on the California Basic Education Skills Test (CBEST), and "an Adult Designated Subject credential in the subject you want to teach from the state of California OR a Clear Elementary or Secondary credential from the state of California OR be eligible to obtain an Adult Designated Subject credential by having at least 20 semester or 30 quarter units on your college transcripts in the subject area in which you want to teach."

⁴³ Maureen Whelan, Director of Adult Basic Education in Delaware, in personal conversation with author, November 29, 2010.

⁴⁴ Crandall, J., Ingersoll, G., and Lopez, J. (2010). Adult ESL Teacher Credentialing and Certification Table. Center for Applied Linguistics:
http://www.cal.org/caela/esl_resources/briefs/TeacherCredentialChartJune2010.pdf.

⁴⁵ Texas Education Initiative website: <http://www-tcall.tamu.edu/texaslearns/05admanual/credential.htm>.

⁴⁶ Galbraith, M.W. and Gilley, J. W. (1986). *Professional Certification: Implications for Adult Education and Human Resource Development*. National Center for Research in Vocational Education. Available through ERIC: ED 272767: <http://www.eric.ed.gov/PDFS/ED272767.pdf>.

⁴⁷ Perin, D. (1999). Professionalizing adult literacy: Would a credential help? *Journal of Adolescent & Adult Literacy*, 42 (8): 610-619. Retrieved April 16, 2010 from www.jstor.org/stable/40016810.

⁴⁸ Most notably Sanders, W. L., & Rivers, J. C. (1996). Cumulative and residual effects of teachers on future student academic achievement. Knoxville: University of Tennessee:
<http://www.mccsc.edu/~curriculum/cumulative%20and%20residual%20effects%20of%20teachers.pdf>,
and Hanushek, E.A., Kain, J.F., & Rivkin, S.G. (1998). Teachers, schools and academic achievement: http://www.cgp.upenn.edu/pdf/Hanushek_NBER.PDF.

⁴⁹ (a) Darling-Hammond, L.; Holtzman, D. J.; Gatlin, S. J.; & Heilig, J. V. (2006) Does teacher preparation matter? Evidence about teacher certification, Teach For America, and teacher effectiveness. *Education Policy Analysis Archives*, 13(42). Retrieved from <http://epaa.asu.edu/ojs/article/view/147>.
(b) Hanushek, E. (2010). An Effective Teacher in Every Classroom. *Education Next*, pps. 47-52. http://educationnext.org/files/EdNext_20103_46.pdf.

⁵⁰ Smith, C., & Hofer, J. (2003). The characteristics and concerns of adult basic education teachers (NCSALL Rep. No. 26). Boston: National Center for the Study of Adult Learning and Literacy. <http://ncsall.net/fileadmin/resources/research/report26.pdf>.

⁵¹ These were elementary school teachers in Texas that had at least basic certification. Kain, J., & Singleton, K. (1996). Equality of educational opportunity revisited. *New England Economic Review*, (May/June), 87-111>.

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- ⁵² Hanushek, E.A., Kain, J.F. , & Rivkin, S.G. (1998). Teachers, schools and academic achievement: http://www.cgp.upenn.edu/pdf/Hanushek_NBER.PDF.
- ⁵³ Whitehurst, G. (2002). *Teacher recruitment, preparation and development*. April 24, 2002 speech to House Subcommittee on Labor/HHS/Education Appropriations. Retrieved February 12, 2010 from <http://ed.gov/Speeches/04-2002/20020424d.html>.
- ⁵⁴ Constantine, J., Player, D., Silva, T., Hallgren, K., Grider, M., Deke, J., and Warner, E. (2009). An Evaluation of Teachers Trained Through Different Routes to Certification. Washington, D.C.: U.S. Department of Education. Available at <http://ies.ed.gov/ncee/pubs/20094043/index.asp>.
- ⁵⁵ Kruidener, J. (2002). Research-based Principles for Adult Basic Education Reading Instruction. Washington, D.C.: National Institute for Literacy. Available at http://www.eric.ed.gov:80/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_ERICExtSearch_SearchValue_0=ED472427&ERICExtSearch_SearchType_0=no&accno=ED472427.
- ⁵⁶ Buddin, R. and Zamarro, G. (2009). Teacher Qualifications and Student Achievement in Urban Elementary Schools. *Journal of Urban Economics*, Vol. 66, No. 2, September 2009, pp. 103-115. Also available through the Rand Corporation at <http://www.rand.org/pubs/reprints/RP1410.html>.
- ⁵⁷ Clotfelter, C.T., Ladd, H.F., and Vigdor, J.L. (2010). Teacher Credentials and Student Achievement in High School. A Cross-Subject Analysis with Student Fised Effects. *Journal of Human Resources* 45(3): 655-68. Available at http://www.eric.ed.gov:80/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_ERICExtSearch_SearchValue_0=EJ889247&ERICExtSearch_SearchType_0=no&accno=EJ889247.
- ⁵⁸ Cara, O. and de Coulon, A. (2008). Research summary: Skills for life teachers' qualifications and their learners' progress in adult numeracy, analysis of data from the skills for life teacher and learner studies. England: National Research and Development Centre, http://www.nrdc.org.uk/publications_details.asp?ID=150#.
- ⁵⁹ Ibid, Cara and de Coulon, 2008, p.2.
- ⁶⁰ Ibid, Cara and de Coulon, 2008, p.4. The possible reasons for this finding are not explained in the report.
- ⁶² Smith, C., Hofer, J., Gillespie, M., Solomon, M., & Rowe, K. (2003). How teachers change: A study of professional development in adult education(NCSALL Rep. No. 25). Boston: National Center for the Study of Adult Learning and Literacy: <http://www.ncsall.net/fileadmin/resources/research/report25.pdf>.
- ⁶³ Comings, J. (2002). *What NCSALL has learned: The first five years*. Boston, MA: National Center for the Study of Adult Learning and Literacy. Retrieved February 23, 2010 from http://www.ncsall.net/fileadmin/template/main/presentation/five_01.html.
- ⁶⁴ Smith, C., & Hofer, J. (2003). The characteristics and concerns of adult basic education teachers (NCSALL Rep. No. 26). Boston: National Center for the Study of Adult Learning and Literacy. <http://ncsall.net/fileadmin/resources/research/report26.pdf>.
- ⁶⁵ U.S. Department of Labor. Occupational Outlook Handbook, 2010-11 Edition, Teachers—Adult Literacy and Remedial Education, <http://www.bls.gov/oco/ocos289.htm>.

⁶⁶ Smith, M.C. (2006). The Preparation and Stability of the ABE Teaching Workforce: Current Conditions and Future Prospects. New Jersey: Erlbaum, 165-195: http://www.ncsall.net/fileadmin/resources/ann_rev/rall_v6.ch6.pdf.

⁶⁷ Young, S. and Peyton, J.K. (2008). *Using Data to Plan Professional Development for Practitioners Working With Adult English Language Learners*, CAELA Network Brief: <http://www.cal.org/caelanetwork/resources/using.html>.

⁶⁸ (a) Smith, C., & Hofer, J. (2003). The characteristics and concerns of adult basic education teachers (NCSALL Rep. No. 26). Boston: National Center for the Study of Adult Learning and Literacy. <http://ncsall.net/fileadmin/resources/research/report26.pdf>. (b) Smith, M.C. (2006). The Preparation and Stability of the ABE Teaching Workforce: Current Conditions and Future Prospects. New Jersey: Erlbaum, 165-195: http://www.ncsall.net/fileadmin/resources/ann_rev/rall_v6.ch6.pdf. (c) Belzer, A., Drennon, C., & Smith, C. (2001). Building professional development systems in adult basic education: Lessons from the field. Chapter 5 in J. Comings, B. Garner and C. Smith (eds), *Annual Review of Adult Learning and Literacy*, 2: 151-188. San Francisco, CA: Jossey-Bass. <http://www.ncsall.net/?id=559>. (d) Smith, C., & Gillespie, M. (2007). Research on professional development and teacher change: Implications for adult basic education. In J. Comings, B. Garner, & C. Smith (Eds.), *Review of adult learning and literacy* (Vol. 7, pp. 205-244). New Jersey: Lawrence Erlbaum Associates: http://www.ncsall.net/fileadmin/resources/ann_rev/smith-gillespie-07.pdf. (e) Bingman, M., & Smith, C. (2007). Professional development and evidence-based practice in adult education. In H. Beder & A. Belzer (Eds.), *Improving quality in adult education* (pp. 69-84). New Jersey: Lawrence Erlbaum Associates.

⁷⁰ Smith, C. (2010). The Great Dilemma of Improving Teacher Quality in Adult Learning and Literacy. *Adult Basic Education and Literacy*, Vol 4, No. 2: 67-74: <http://blog.ncladvocacy.org/wp-content/uploads/2010/08/Smith2010TQinAE.pdf>.

⁷¹ Comings, J. and Smith, C. (Unpublished monograph). Non-formal education in 21st Century: School equivalence programs for adults and out of school youth.

⁷³ See http://www.naepdc.org/resource_library/program%20planning%20library/QSPractioner_Standards.html.

⁷⁴ Personal communication between the author and Mina Reddy and Carey Reid, April, 2010.

⁷⁵ Effective is defined in this case as “successful at helping adult students persist, improve their skills, and transition to the next phase of work or learning.”

⁷⁶ New Teacher Center. (2010). *Description of induction model web page*. Retrieved on April 20, 2010 from <http://www.newteachercenter.org/ti/menu.php?p=nafas>.

⁷⁷ This model was developed by NCSALL’s Professional Development study as one of the three professional development models it tested (training and practitioner research were the other two). See <http://www.ncsall.net/fileadmin/resources/research/report25.pdf>, (p. 141).

⁷⁸ Smith, C. (2010). The Great Dilemma of Improving Teacher Quality in Adult Learning and Literacy. *Adult Basic Education and Literacy*, Vol 4, No. 2: 67-74: <http://blog.ncladvocacy.org/wp-content/uploads/2010/08/Smith2010TQinAE.pdf>, p. 69.

⁷⁹ <http://www.literacynet.org/nvabecp/index.html>; specific criteria for documenting each of these is available on the application for initial certification itself, located at <http://www.literacynet.org/nvabecp/cpi.pdf>.

⁸⁰ Comings, John and Sondra Stein. (1991). Would Accreditation Work for ABE Programs? *Adult Learning*, September 1991.

⁸¹ Galbraith, M.W. and Gilley, J. W. (1986). *Professional Certification: Implications for Adult Education and Human Resource Development*. National Center for Research in Vocational Education. Available through ERIC: ED 272767.

⁸² Perin, D. (1999). Professionalizing adult literacy: Would a credential help? *Journal of Adolescent & Adult Literacy*, 42 (8): 610-619. Retrieved April 16, 2010 from www.jstor.org/stable/40016810, p. 616.

⁸³ See <http://rwp.excellencegateway.org.uk/readwriteplus/bank/ACFFD57.pdf>; also <http://www.skillsforlifeframework.com/training-development-faq>.

⁸⁴ National Research and Development Center for Adult Literacy. (2009). *Teachers of adult literacy, numeracy and ESOL: progress towards a qualified workforce*: http://www.nrdc.org.uk/publications_details.asp?ID=177#.

⁸⁵ Private communication between COABE president, Andy Tiskewicz, and the author, April 2010.

⁸⁶ Smith, M.C. (2006). The Preparation and Stability of the ABE Teaching Workforce: Current Conditions and Future Prospects. Chapter 6 in John Comings, Barbara Garner, and Cristine Smith (Eds.), *Review of Adult Learning and Literacy*, Volume 6: 165-196. http://www.ncsall.net/fileadmin/resources/ann_rev/rall_v6.ch6.pdf. Note that the national association that oversees accreditation for early childhood teachers, National Association for the Education of Young Children, uses an institutional accreditation model rather than individual certification; the history of certification in early childhood may be instructional for the adult education system.

APPENDIX 2

Q-SURVEY METHODOLOGY & RESULTS

To represent the voice of practitioners, researchers, policymakers, and professional developers in this report on Credentialing and Certification, the author developed a web-based survey wherein participants reviewed 23 statements about certification and then decided the extent to which they agree or disagree with these statements. Questions related to the value, purpose, challenges, and barriers to adult education/ESL certification were presented to practitioners through a *Q* study. This methodology is different from the typical “Likert scale” rating often used in opinion surveys, because it allows participants to consider each statement relevant to the other statements presented—i.e., does the participant agree with a particular statement MORE than they agree with another? As such, it requires participants to make choices between statements, providing a more powerful understanding of their opinions on a range of issues.

This “qualitative survey” methodology follows a set of procedures (techniques) and analytical tools (method) divided into six steps: to (a) identify a “concourse” of statements about the topic; (b) produce a *Q*-sample or subset of statements from the concourse for participants to sort; (c) select a group of individuals to do the sorting task (*P*-set); (d) have individuals sort and rank the statements into a structured grid (*Q* sort) according to how much they agree or disagree with the statements; (e) analyze the data from the *Q* sort task to identify the “factors;” and (f) interpret the factors by examining the commonalities and differences among them. For this survey, established *Flash Q* software was used to gauge practitioners’ opinions about teacher certification.

Concourses are empirically grounded (Stephenson, 1978, p. 25), meaning that they can draw from a variety of sources, including literature on the topic, conversations, interviews, or any situation where communicability is present. The author derived the concourse (the statements that participants rate according to how much they agree or disagree with them) for this study from a review of previous articles on the subject of certification in ABLE (Galbraith & Gilley, 1985; Shanahan, Meehan and Mogge, 1994; Perin, 1999; Sabatini, Ginsburg and Russell, 2002; Smith, 2006; Crandall, 2008) and from interviews and discussions with practitioners, researchers, and policymakers in the field. The concourse statements were piloted with three practitioners in the field and refined according to their feedback. The statements were then loaded into the *Flash Q* survey software, which was distributed online out into the adult education field (via most of the NIFL listservs, the COABE regional listservs, and other sources). The respondents were asked to consider and sort 23 statements about teacher certification according to how much they agreed or disagreed with each of them. Over the course of two weeks, 428 practitioners, policymakers, and researchers took the online survey.

For the factor analysis (to identify key perspectives), 33 survey returns were randomly selected from the various ABE stakeholders, including volunteer teachers (5), paid teachers (5), administrators (5), counselors and other staff (5), researchers (5), professional developers (5), and policymakers (3). Using the PQMethod, a *correlation matrix* was calculated to compare the

level of agreement among the 33 sorts. Then, a *factor analysis* was carried out on the correlation matrix in order to group together, as one factor, *Q* sorts with similar rankings. The analysis yielded three distinct factors or sorting patterns, which in *Q* are referred to as *voices*, or *discourses*.

Table 1 includes an overview of the demographics of those who responded to the survey.

Table 1
Characteristics of Respondents to Online
Adult Education Teacher Certification Survey
n=428

Characteristic	Number of Respondents	Percentage
Number of years working in AE		
Less than 1 year	12	3%
1-5 years	102	24%
6-10 years	103	24%
11-20 years	122	29%
Over 20 years	89	21%
Primary role in AE		
Volunteer	27	6%
Paid teacher	212	50%
Administrator	147	34%
Counselor/other staff	18	4%
Researchers	32	8%
Professional developer	90	21%
Policymaker	11	3%
Other	46	11%
Certification Status		
No certification	100	23%
K-12 certification	156	36%
AE certification	102	23%
Other	128	30%
Employer in AE		
School	70	16%
Community college	111	26%
4-year college or university	33	8%
Local organization	109	26%
State organization	9	2%
National organization	15	4%
State	34	8%
Federal government	8	2%
Other	62	15%

Percentage >100% because of multiple responses

Respondents from 42 states (and two from British Columbia) completed the survey. The table indicates that they represent a range of experience levels, roles within the adult education system, certification status, and employers. Although respondents self-selected to participate in the survey, it appears to be a fairly good cross section of stakeholders.

Table 2 below summarizes the results of the survey, indicating the extent of agreement among practitioners about the 23 survey statements given. Because respondents were asked to move each statement to a column numbered from -3 (most disagree), -2, -1, 0, 1, 2 or 3 (most agree), a positive mean can be interpreted as a 428-person average “agree” opinion with the statement, and a negative mean can be interpreted as an average “disagree” opinion. In either case, the closer to “0” the mean is, the more neutral the feeling about the statement. Larger means, either positive or negative, reflect a stronger average opinion about the statement. For example, the closer the mean is to 3, the more strongly the sample as a whole agreed with that statement. The closer the mean is to -3, the more strongly the sample as a whole disagreed with the statement.

In Table 2, statements are ordered by degree of agreement, so that the first statement is the statement with the strongest average agreement, and the last statement the strongest average disagreement. The “skew” column presents percentages of people responding strongly to the statement, to give the reader a clearer understanding of the significance of some of the statements.

Table 2
Summary of Survey Responses

Statement	mean	s.d.	Skew	
Available and relevant professional development is a necessary component of certification so that teachers can learn the areas of knowledge and skills they may be missing. (11)	1.16	1.08	No one rated -3, only 8% rated negative. 78% rated 1, 2 or 3. Small deviation.	Mostly agree
One challenge to certification, voluntary or required, is lack of well-paid, stable and benefitted jobs for adult basic education and literacy teachers. (17)	1.07	1.37	Only 3 people rated -3. 70% rated 1, 2 or 3. Highest percentage (15%) for any statement rated this 3.	
For certification, we will need standards for what teachers should know and be able to do. (12)	1.06	1.18	72% rated this 1, 2 or 3.	
Requiring teachers to be certified is a way to professionalize our field. (2)	.69	1.39		
Teacher certification will contribute to the perception that adult basic education and literacy is a system of equal stature to K-12 and higher education. (1)	.52	1.35		
There should be options for teachers with K-12 certification to be re-certified specifically in adult basic education and literacy or ESOL. (23)	.48	1.16		
Getting certified or licensed specifically as an AE teacher should be followed by an increase in salary. (7)	.47	1.18		
We need research on whether certified teachers are better teachers. (15)	.32	1.56		

All AE teachers, whether working for a school district, a community college, a community-based organization, or a correctional facility, should be certified in some way. (3)	.29	1.56		
There should be scholarships for AE teachers who choose to work towards voluntary licensure or certification. (10)	.25	1.09		Mostly neutral
Certification is meaningful only if it is a specific license or credential related to teaching adults. (6)	.04	1.41		
Certification would be appropriate if the majority of AE teaching jobs were full-time. (19)	-.04	1.39		
Colleges and universities are the logical institutions for conferring adult basic education and literacy or ESOL certification or licensure. (13)	-.14	1.34		
AE teachers should be certified specifically in adult basic education and literacy before teaching adults. (22)	-.18	1.49		
The state or program should provide paid release time for teachers working towards their certification or licensure. (8)	-.33	1.30		
Requiring teachers to be certified would constitute a barrier for potential AE teachers who don't have a bachelor's degree. (16)	-.35	1.33		
Programs with a greater percentage of certified teachers should receive preference from potential funders. (9)	-.35	1.38		
Mandatory certification of teachers in the AE field could happen within the next 10 years. (18)	-.38	1.08		
The uncertified teachers I know provide the same quality of instruction as the certified teachers I know. (4)	-.49	1.53		
AE volunteer tutors should be certified, in some way, to teach adults. (5)	-.62	1.35		
Voluntary certification, rather than required certification, is appropriate for our field. (20)	-.68	1.50	Although only 8% rated -3, 50% rated -1 or -2.	
Unionization is one option for adult basic education and literacy or ESOL teachers. (14)	-.98	1.33	66% rated this -1, -2, or -3. Only 2 people rated it 3.	
AE teachers should be certified in K-12 before teaching adults. (21)	-1.82	1.23	Strongest feeling for any statement: 88% rated it -1, -2 or -3	

APPENDIX 3

EXAMPLES OF ADULT EDUCATION TEACHING STANDARDS & COMPETENCIES

- (1) U.S. Department of Labor
- (2) Massachusetts ABE Teacher Professional Standards
- (3) Educational Testing Service White Paper on Teacher Quality
- (4) Pro-Net Instructor Competencies
- (5) TESOL Standards for Adult Education Teachers
- (6) Texas Adult Education Standards
- (7) Kentucky Adult Education Instructor Competencies
- (8) Maryland Teacher Standards
- (9) Virginia Teacher Standards
- (10) Ohio-ABLE Teacher Standards & Elements
- (11) National Association for the Education of Young Children

(1) U.S. DEPARTMENT OF LABOR

Tasks

- Adapt teaching methods and instructional materials to meet students' varying needs, abilities, and interests.
- Observe and evaluate students' work to determine progress and make suggestions for improvement.
- Plan and conduct activities for a balanced program of instruction, demonstration, and work time that provides students with opportunities to observe, question, and investigate.
- Instruct students individually and in groups, using various teaching methods such as lectures, discussions, and demonstrations.
- Maintain accurate and complete student records as required by laws or administrative policies.
- Prepare materials and classrooms for class activities.
- Establish clear objectives for all lessons, units, and projects and communicate those objectives to students.
- Conduct classes, workshops, and demonstrations to teach principles, techniques, or methods in subjects such as basic English language skills, life skills, and workforce entry skills.
- Prepare students for further education by encouraging them to explore learning opportunities and to persevere with challenging tasks.
- Establish and enforce rules for behavior and procedures for maintaining order among the students for whom they are responsible.

Knowledge

- English Language—Knowledge of the structure and content of the English language including the meaning and spelling of words, rules of composition, and grammar.
- Education and Training—Knowledge of principles and methods for curriculum and training design, teaching and instruction for individuals and groups, and the measurement of training effects.

- Psychology—Knowledge of human behavior and performance; individual differences in ability, personality, and interests; learning and motivation; psychological research methods; and the assessment and treatment of behavioral and affective disorders.
- Mathematics—Knowledge of arithmetic, algebra, geometry, calculus, statistics, and their applications.
- Customer and Personal Service—Knowledge of principles and processes for providing customer and personal services. This includes customer needs assessment, meeting quality standards for services, and evaluation of customer satisfaction.
- Clerical—Knowledge of administrative and clerical procedures and systems such as word processing, managing files and records, stenography and transcription, designing forms, and other office procedures and terminology.
- Sociology and Anthropology—Knowledge of group behavior and dynamics, societal trends and influences, human migrations, ethnicity, cultures and their history and origins.

Skills

- Instructing—Teaching others how to do something.
- Reading Comprehension—Understanding written sentences and paragraphs in work-related documents.
- Speaking—Talking to others to convey information effectively.
- Active Listening—Giving full attention to what other people are saying, taking time to understand the points being made, asking questions as appropriate, and not interrupting at inappropriate times.
- Learning Strategies—Selecting and using training/instructional methods and procedures appropriate for the situation when learning or teaching new things.
- Monitoring—Monitoring/Assessing performance of yourself, other individuals, or organizations to make improvements or take corrective action.
- Social Perceptiveness—Being aware of others' reactions and understanding why they react as they do.
- Active Learning—Understanding the implications of new information for both current and future problem-solving and decision-making.
- Writing—Communicating effectively in writing as appropriate for the needs of the audience.
- Coordination—Adjusting actions in relation to others' actions.

Other qualifications. Adult education and literacy teachers must have the ability to work with students who come from a variety of cultural, educational, and economic backgrounds. They must be understanding and respectful of their students' circumstances and be familiar with their concerns. All teachers, both paid and volunteer, should be able to communicate well and motivate their students.

Source. Bureau of Labor Statistics, U.S. Department of Labor, *Occupational Outlook Handbook, 2010-11 Edition*, Teachers—Adult Literacy and Remedial Education, on the Internet at <http://www.bls.gov/oco/ocos289.htm> (information as of January 31, 2010).

(2) MASSACHUSETTS ABE TEACHER PROFESSIONAL STANDARDS

Massachusetts has four routes to professional licensure for Adult Basic Education Teachers, depending on the experience level and/or previous credentials of practitioners applying for licensure. Practitioners in different routes must demonstrate varying standards in order to be eligible for licensure:

- Route 1 is for prospective or novice ABE teachers.
- Route 2 is for prospective or novice ABE teachers with a K-12 teacher's license.
- Route 3 is for ABE teachers with one year experience plus a K-12 teacher's license.
- Route 4 is for teachers with 5 or more years ABE teaching experience.

Professional Standards.

(a) Understanding the Adult Learner

- Incorporates theories of and research in adult development in designing effective instruction appropriate to the learning environment (e.g., in the classroom, workplace, homeless shelter).
- Incorporates theories of and research in adult learning and in learning disabilities in designing effective instruction appropriate to the learning environment.
- Uses knowledge of the factors that influence adult learners' participation and persistence in adult basic education programs to increase learner success.

(b) Diversity and Equity

- Interacts equitably and responsibly with all learners.
- Provides learners with strategies and tools to collaborate with other learners, co-workers, and community members.
- Draws on the range of interests, needs, and approaches of learners in planning instruction.
- Promotes learner understanding of American civic culture, its underlying ideals, political principles, institutions, procedures, and processes in the design of curriculum.
- Uses, in appropriate contexts, instructional materials conveying a range of contributions that various immigrant and native groups have made to American society.

(c) Instructional Design and Teaching Approaches

- Draws on the history, structure, purpose, and critical issues of adult basic education in planning instruction.
- Uses needs analyses in the design of instruction.
- Designs curriculum relevant to the experiences, interests, and goals of learners, the particular instructional setting, and the Department's adult basic education curriculum frameworks.
- Integrates appropriate use of technologies into the adult education teaching and learning process.
- Sets forth the learning objectives, instructional methods, and their rationale in the design of instruction and makes them available to colleagues and learners.
- Uses a variety of instructional methods, techniques, and tools that facilitate adult learning.
- Uses strategies that are effective for learners to develop and use critical thinking and to solve complex problems.

(d) Learner Assessment and Evaluation

- Creates and uses formal and informal assessments for the purpose of placing learners at the appropriate instructional level.
- Creates and uses formative and summative assessments to evaluate learner progress.
- Confers with colleagues, supervisors, and community resources when special assessments are required.
- Evaluates the effectiveness of instruction and modifies it based upon results and student feedback.
- Uses data collection systems for program improvement.

(e) Facilitating the Adult Learning Environment

- Communicates effectively and appropriately with learners.
- Creates an environment conducive to adult learning.
- Promotes learner involvement in community and societal issues.
- Refers adult learners with challenging life issues to the appropriate resources.
- Uses resources available to learners to develop employment readiness skills.
- Collaborates effectively with learners, colleagues, and relevant members of various educational settings (e.g., family literacy, corrections, or workplace education) and the community at large.
- Incorporates the principles of lifelong learning (e.g., modeling self-application methods) to prepare learners for continued education and training outside the classroom.

(f) Professionalism/Continuing Education

- Reflects critically on the experiences of self and others, such as learners, colleagues, and supervisors.
- Develops goals for an individual professional development plan.

Source: Massachusetts Adult and Community Learning website:
<http://www.doe.mass.edu/lawsregs/603cmr47.html?section=06&flag=>

Subject Matter Knowledge Requirements

The Adult Basic Education test is designed to assess the candidate's knowledge of the subject matter required for a Massachusetts Adult Basic Education teaching license as defined in the *Licensure of Adult Basic Education Teachers and Preparation Approval*, 603 CMR 47.07, "Subject Matter Knowledge Requirements for Adult Basic Education Teachers." This subject matter knowledge is delineated in the Massachusetts Department of Education's *Regulations*. The Adult Basic Education test assesses the candidate's proficiency and depth of understanding of the subject at the level required for a baccalaureate major, according to Massachusetts standards. It includes:

English/Reading and Writing

1. Literature:

- Literature appropriate for a range of adult reading levels.
- Genres, literary elements, and literary techniques.
- Nature, history, and structure of the English language: lexicon and grammar.

2. Reading and Writing:
 - Knowledge of theories, practices, and programs for developing reading skills and reading comprehension for adult learners.
 - Phonemic awareness and phonics: principles, knowledge, and instructional practices.
 - Vocabulary development.
 - Theories on the relationships between beginning writing and reading.
 - Writing process and formal elements of writing.

English as a Second Language

1. Theories of language acquisition and development, including first and second language acquisition and development.
2. Linguistics, including phonology, morphology, syntax, semantics, and pragmatics of English, other languages, and language variations.
3. Language assessment procedures and instruments: selection, administration, and interpretation.

Mathematics

1. Basic principles and concepts related to mathematics, including algebra.
2. Number sense and numeration.
3. Patterns and functions.
4. Geometry and measurement.
5. Data analysis.

History and Social Science

1. Major developments and figures in Massachusetts, United States, and world history.
2. Principles, ideals, institutions, and processes of American government and the Founding Documents of the United States.
3. Basic geographical principles and concepts:
 - Major physical features of the world.
 - Key concepts of geography and its effects on various peoples.

Science

1. Basic principles and concepts of physical and life sciences appropriate to the adult secondary curriculum.
2. Principles and procedures of scientific inquiry.

Source: Massachusetts Test for Educator Licensure, No. 55—Adult Basic Education. See http://www.mtel.nesinc.com/PDFs/MTEL_fld55TIB.pdf. See also <http://www.doe.mass.edu/lawsregs/603cmr47.html?section=07&flag>

(3) EDUCATIONAL TESTING SERVICE: White Paper on Teacher Quality

We suggest that competent, skilled teachers should possess the following four types of knowledge and skills:

1. Basic academic reading, writing, and math.
2. Thorough knowledge of the content of each subject taught, appropriate to the levels of their students.
3. Both generic and content-specific knowledge in areas such as child development, classroom management, motivating children to learn, interpreting and using assessment data, individualizing instruction, aligning content to the state's standards, developing appropriate instructional materials, and working with children with disabilities or from other cultures.
4. Actual hands-on ability and skill to use the above types of knowledge to engage students successfully in learning and mastery.

Source: Educational Testing Service (ETS). (2004). Where We Stand on Teacher Quality: An Issue Paper from ETS. Teacher Quality Series. Princeton, New Jersey: ETS. Retrieved January 17, 2010 from http://www.ets.org/Media/Education_Topics/pdf/teacherquality.pdf

(4) PRO-NET Instructor Competencies

The Pro-Net competencies are organized into six categories.

1. **Maintains Knowledge and Pursues Professional Development.** Instructors are the primary facilitators of student learning and must have the requisite skills and content knowledge to guide the instructional process. The competencies emphasize construction of a knowledge base regarding adult learning, including such areas as learner motivation, cognition, and socio-cultural context as well as developing and maintaining appropriate knowledge of content matter and instruction. The competencies focus on the acquisition of knowledge through a variety of professional development activities (e.g., coursework, workshops, practitioner research, and journal reading), both individually and in collaboration with colleagues.
2. **Organizes and Delivers Instruction.** Organizing and delivering instruction is at the heart of the learning process. Competencies for this area include the development of instructional plans, sequence and pacing of classroom activities, and linking instruction to learner needs and abilities. The competencies specified here encompass the delivery of a well-paced, appropriately planned lesson that also provides sufficient time for achieving learning objectives. Instructors should be able to demonstrate their knowledge of adult learning theory, learner cultures, and interpersonal dynamics by creating an environment conducive to learning.
3. **Manages Instructional Resources.** Providing quality instruction requires an emphasis on managing instructional and planning time as well as learner time-on-task. Priority is placed on time management, preparing and adhering to course schedules, and making effective use of relevant technology. Additionally, the competencies for this category focus on

incorporating community resources into instruction as well as the selection of materials appropriate to learner needs and program objectives.

4. **Continually Assesses and Monitors Learning.** Assessing learner needs, monitoring progress, and providing feedback are essential components of the instructional process. There are many methods for monitoring the progress of learners including direct questioning, paper and pencil assessments, and performance based assessments. Learning also can be monitored in an individual or group setting. The competencies in this section focus on collecting and sharing information about learner needs and progress, and using the information to plan appropriate instruction.
5. **Manages Program Responsibilities and Enhances Program Organization.** Practitioners conduct their work within a larger program mission and context. As such, the ability to collaborate and communicate effectively with administrators and instructional colleagues, and community members is important. The competencies in this section focus on collecting, managing, and sharing data and ideas to improve instruction and program quality.

Provides Learner Guidance and Referral. The role of practitioners in adult education often goes beyond instructional tasks. Instructors often are called upon to serve the additional role of providing counseling and guidance to their students. Relevant competencies in this area include the knowledge of appropriate referral services and the ability to communicate learner needs to other service providers within the program.

Source: Instructor Competencies and Performance Indicators for the Improvement of Adult Education Programs, PRO-NET, Feb. 1999 ; see http://www.eric.ed.gov:80/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_ERICEExtSearch_SearchValue_0=ED454382&ERICEExtSearch_SearchType_0=no&accno=ED454382

(5) TESOL Standards for Adult Education Teachers

Standards for ESL/EFL Teachers of Adults Framework

Domain: Planning

Standard 1: Teachers plan instruction to promote learning and meet learner goals, and modify plans to assure learner engagement and achievement.

Domain: Instructing

Standard 2: Teachers create supportive environments that engage all learners in purposeful learning and promote respectful classroom interactions.

Domain: Assessing

Standard 3: Teachers recognize the importance of and are able to gather and interpret information about learning and performance to promote the continuous intellectual and linguistic development of each learner. Teachers use knowledge of student performance to make decisions about planning and instruction “on the spot” and for the future. Teachers involve learners in determining what will be assessed and provide constructive feedback to learners, based on assessments of their learning.

Domain: Identity and Context

Standard 4: Teachers understand the importance of who learners are and how their communities, heritages, and goals shape learning and expectations of learning. Teachers recognize the importance of how context contributes to identity formation and therefore influences learning. Teachers use this knowledge of identity and settings in planning, instructing, and assessing.

Domain: Language Proficiency

Standard 5: Teachers demonstrate proficiency in social, business/workplace, and academic English. Proficiency in speaking, listening, reading, and writing means that a teacher is functionally equivalent to a native speaker with some higher education.

Domain: Learning

Standard 6: Teachers draw on their knowledge of language and adult language learning to understand the processes by which learners acquire a new language in and out of classroom settings. They use this knowledge to support adult language learning.

Domain: Content

Standard 7: Teachers understand that language learning is most likely to occur when learners are trying to use the language for genuine communicative purposes. Teachers understand that the content of the language course is the language that learners need in order to listen, to talk about, to read and write about a subject matter or content area. Teachers design their lessons to help learners acquire the language they need to successfully communicate in the subject or content areas they want/need to learn about.

Domain: Commitment and Professionalism

Standard 8: Teachers continue to grow in their understanding of the relationship of second language teaching and learning to the community of English language teaching professionals, the broader teaching community, and communities at large, and use these understandings to inform and change themselves and these communities.

Source: TESOL website: http://www.tesol.org/s_tesol/sec_document.asp?CID=1974&DID=12057

(6) TEXAS Adult Educator Standards

The Six Core Content Areas of the Credential

1. **Principles of Adult Learning** - Utilizing a theory-based framework allows adult educators to better understand adult learners. Principles of adult learning include understanding the unique characteristics of adult learners, and activating prior knowledge and life experiences to facilitate meaningful learning.
2. **Teaching/Learning Transaction** - This core content is the key to success for both the adult learner and the adult educator. Teaching the adult learner requires an ethic of caring and knowledge of successful teaching and learning practices that motivate the adult learner and promote a community of learning.
3. **Diverse Learning Styles, Abilities, and Cultures** - Appreciation of learning styles, knowledge of learning abilities, and sensitivity to multicultural, socioeconomic, and socio-cultural issues assist the adult educator in selecting and modifying appropriate teaching and learning strategies.
4. **Integrating Technology into Adult Learning** - In addition to helping learners utilize technology in their learning and to prepare them for the workforce, adult educators must also be prepared to utilize technology themselves in their own professional development.
5. **Accountability and Assessment** - Currently there is a greater focus on accountability in adult education in Texas. The challenge lies in the successful implementation and documentation of adult education. Documentation may be formal or informal. It includes mandated assessments, authentic assessments as well as measures of teacher proficiencies, learner recruitment, and persistence.
6. **Contextual Learning** - Adult education teachers work in diverse settings and locations or "contexts." This content area provides a mechanism for teachers to specialize in one of several different contexts including *workforce, family literacy, corrections, and/or transitions*. Teachers not wishing to specialize may take a generalist approach.

Source: The Texas Adult Education Credential Project, see <http://www.tei.education.txstate.edu/credential/teachercredential/teacherfaq.html>

(7) **KENTUCKY Adult Education Instructor Competencies**

Instructors use these standards against which to complete a self-assessment of their competencies and needs.

- a) **Foundation**—Instructor demonstrates foundational knowledge in adult learning, academic content areas, assessment instruments, and technology.
- b) **Learning Environment**—Instructor creates an environment that supports effective learning.
- c) **Assessment**—Instructor assesses learning and communicates results to students.
- d) **Instruction**—Instructor plans, implements, and manages differentiated instruction that develops student abilities to communicate, apply concepts, think critically, solve problems, and become self-sufficient individuals.
- e) **Self-Reflection**—Instructor reflects on the effectiveness of specific teaching strategies and instructional materials.
- f) **Professional Development**—Instructor develops and completes an approved professional development plan to build instructional and technological knowledge and skills based on student needs.

Kentucky ESL Instructor Competencies

- a) Background knowledge: The adult second language learner
- b) Needs assessment and lesson planning
- c) Classroom management
- d) ESL skill areas
- e) Professional development
- f) Assessment
- g) Technology

Kentucky Workplace Education Instructor Competencies

- a) Designs/plans workplace instruction
- b) Delivers workplace instruction
- c) Assesses and monitors workplace learning
- d) Demonstrates workplace professionalism
- e) Manages workplace project

Source: Kentucky Adult Education 2004-2005 Professional Development Handbook: A Plan for Success, pages 78-84. http://www.kyae.ky.gov/NR/rdonlyres/BF449712-FDC0-42FD-8ECE-31425060D693/0/PDHandbook0405_72104.pdf

(8) **MARYLAND Teacher Standards**

The adult education teacher should be able to:

Standard 1: Help establish and support program goals and responsibilities. Practitioners conduct their work within the context of the program’s mission, goals, and priorities. As such, the ability to collaborate and communicate effectively with administrators and instructional colleagues is important. The competencies for this standard focus on collecting, managing, and sharing data and ideas to improve instruction and program quality. The role of the teacher in working with program staff to increase student retention is also addressed.

Standard 2: Provide a positive adult education-learning environment and promote lifelong learning. Providing a learning environment that is conducive to quality instruction as well as supportive of lifelong learning is critical to the success of adult students. The competencies in this standard focus on the development of a learning community that facilitates and encourages interaction and lifelong learning, demonstrates sensitivity to the needs of adult students, and builds positive attitudes toward self-directed learning and achievement. The importance of fostering learner persistence is also addressed.

Standard 3: Plan, design, and deliver learner-centered instruction. Planning, designing, and delivering instruction is at the heart of the learning process. Competencies for this standard include the development of instructional plans, sequencing and pacing of classroom activities, and linking instruction to learner needs and abilities. The competencies encompass the delivery of appropriately planned lessons that utilize evidence-based and contextualized instruction, provide ample time for students to practice and apply their learning, and employ a variety of strategies, resources, and materials.

Standard 4: Assess learning and monitor progress. Assessing learner needs, monitoring progress, and providing feedback are essential components of the instructional process. Competencies for this standard focus on collecting and sharing information about learner characteristics, needs, and progress through both formal and informal assessments and then using the information to plan appropriate instruction.

Standard 5: Implement technology. The use and integration of technology can greatly enhance the instructional process. Competencies for this standard are derived from the Maryland Adult Education Technology Standards, and the competencies encompass the understanding and integration of technology resources into instruction.

Standard 6: Maintain knowledge and pursue professional development. Instructors are the primary facilitators of student learning and must have the requisite skills and content knowledge to guide the instructional process. Competencies for this standard emphasize development of a core knowledge base related to adult learning as well as content matter and instruction, including language acquisition, reading and numeracy development, and strategies for working with English language learners, and low-skilled individuals. The competencies for this standard focus on the acquisition of knowledge through an assessment of professional growth needs and participation in professional development activities, followed by the transfer of learning into instructional practice.

Source: Professional Standards for Teachers in Adult Education: Maryland’s Framework. See <http://www.dllr.state.md.us/gedmd/prostandards.pdf>

(9) VIRGINIA Teaching Standards

The adult education teacher should be able to:

Standard 1: Help establish and support program goals and responsibilities. Practitioners conduct their work within the context of the program's mission, goals, and priorities. As such, the ability to collaborate and communicate effectively with administrators and instructional colleagues is important. The competencies for this standard focus on collecting, managing, and sharing data and ideas to improve instruction and program quality. The role of the teacher in working with program staff to increase student retention is also addressed.

Standard 2: Provide a positive adult education learning environment and promote lifelong learning. Providing a learning environment that is conducive to quality instruction as well as supportive of lifelong learning is critical to the success of adult students. The competencies in this standard focus on the development of a learning community that facilitates and encourages interaction and lifelong learning, demonstrates sensitivity to the needs of adult students, and builds positive attitudes toward self-directed learning and achievement. The importance of fostering learner persistence is also addressed.

Standard 3: Plan, design, and deliver learner-centered instruction. Planning, designing, and delivering instruction is at the heart of the learning process. Competencies for this standard include developing instructional plans, sequencing and pacing classroom activities, and linking instruction to learner needs and abilities. The competencies encompass the delivery of appropriately planned lessons that utilize evidence-based and contextualized instruction, provide ample time for students to practice and apply their learning, and employ a variety of strategies, resources, and materials.

Standard 4: Assess learning and monitor progress. Assessing learner needs, monitoring progress, and providing feedback are essential components of the instructional process. Competencies for this standard focus on collecting and sharing information about learner characteristics, needs, and progress through both formal and informal assessments and then using the information to plan appropriate instruction.

Standard 5: Implement technology. The use and integration of technology can greatly enhance the instructional process. Competencies for this standard encompass the understanding and integration of technology resources into instruction.

Standard 6: Maintain knowledge and pursue professional development. Instructors are the primary facilitators of student learning and must have the requisite skills and content knowledge to guide the instructional process. Competencies for this standard emphasize development of a core knowledge base related to adult learning as well as content matter and instruction, including language acquisition, reading and numeracy development, and strategies for working with English language learners and low-skilled individuals. The competencies for this standard focus on the acquisition of knowledge through an assessment of professional growth needs and participation in professional development activities, followed by the transfer of learning into instructional practice.

Source: Virginia Adult Education Teacher Standards: http://www.valrc.org/trainings/pdf/teacher_standards.pdf

(10) OHIO - ABLE Teacher Standards and Elements

- Standards are overarching goals and themes that provide a framework for what teachers should know and be able to do.
- Elements are statements that describe key understandings, assumptions and beliefs related to the standard.
- Indicators are observable and measurable statements that provide evidence of the application of knowledge and skills in practice.

Standard #1 Students	Teachers understand student learning and development and respect the diversity of the students they teach.	
Element 1.1 Teachers use knowledge of how adults learn to assist in the development of all students.	Element 1.2 Teachers model respect for students' diverse skills, experiences and cultures.	
Indicator 1.1.1 Teachers create an environment conducive to adult learning.	Indicator 1.2.1 Teachers recognize and accommodate the diverse interests and cultures of students.	
Indicator 1.1.2 Teachers accommodate adult learners' multiple learning styles.	Indicator 1.2.2 Teachers model respect for individual differences and avoid the use of bias, stereotypes and generalizations in their classrooms.	
Indicator 1.1.3 Teachers provide strategies and support to assist students in becoming self-directed learners.	Indicator 1.2.3 Teachers establish a learning environment that accommodates the demands of adult responsibilities outside the classroom.	
Indicator 1.1.4 Teachers modify their instruction based on their knowledge of the characteristics of students, including those with special needs.		

Standard #2 Assessment	Teachers understand and use varied assessments to plan instruction, evaluate student learning and improve program practice.	
Element 2.1 Teachers are knowledgeable about assessment types, their purposes and the data they generate.	Element 2.2 Teachers involve learners in self-assessment and progress monitoring.	Element 2.3 Teachers analyze assessment data to plan, differentiate and modify instruction.
Indicator 2.1.1 Teachers use formal assessments in compliance with program policy and instrument protocol.	Indicator 2.2.1 Teachers explain to students the role of assessment in the teaching/learning cycle.	Indicator 2.3.1 Teachers use screening and assessment results to determine appropriate adaptations in the classroom.
Indicator 2.1.2 Teachers choose and administer informal assessment instruments to guide instruction and demonstrate student progress.	Indicator 2.2.2 Teachers provide students opportunities to reflect and demonstrate the knowledge and skills they have gained.	Indicator 2.3.2 Teachers use group assessment results for planning classroom improvement.

Indicator 2.1.3 Teachers follow program procedures to maintain confidentiality of assessment data.	Indicator 2.2.3 Teachers collaborate with students to assess learning.	Indicator 2.3.3 Teachers maintain accurate and complete assessment records as needed for reporting and data-based decision making.
Indicator 2.1.4 Teachers refer students for screening and assessment based on state and program policies related to special needs.		

Standard #3 Instruction		Teachers plan and implement effective instruction.		
Element 3.1 Teachers align their instructional goals and activities with Ohio ABLE standards and program priorities.	Element 3.2 Teachers collaborate with students to set clear learning goals and link learning activities to those goals.	Element 3.3 Teachers apply knowledge of how adults learn to design and deliver instruction.	Element 3.4 Teachers customize instruction to support the learning needs of each student.	Element 3.5 Teachers design instruction that focuses on helping students develop as independent learners.
Indicator 3.1.1 Teachers use content area knowledge to design instruction.	Indicator 3.2.1 Teachers use a consistent process to help students set realistic short-term and long-term goals.	Indicator 3.3.1 Teachers use a variety of instructional methods including technology and expert sources.	Indicator 3.4.1 Teachers use flexible grouping to support student learning goals and multi-level instruction.	Indicator 3.5.1 Teachers use curriculum that blends classroom and real-life applications.
Indicator 3.1.2 Teachers design lesson plans that reflect the use of standards-based instruction.	Indicator 3.2.2 Teachers design instruction that is responsive to student goals and individual learning plans.	Indicator 3.3.2 Teachers demonstrate flexibility in responding to immediate learner needs and interests.	Indicator 3.4.2 Teachers adjust instructional methods, pace and duration of activity according to learner response.	Indicator 3.5.2 Teachers model higher level thinking skills to stimulate critical thinking.
Indicator 3.1.3 Teachers demonstrate how the standards work in learning.	Indicator 3.2.3 Teachers offer constructive feedback to assist students in achieving their goals.			Indicator 3.5.3 Teachers integrate activities that promote problem solving and build student leadership.
Indicator 3.1.4 Teachers collect and report student data according to program policy.	Indicator 3.2.4 Teachers assist students in accessing information about post-secondary and career options.			

Standard #4 Professional Development and Growth		Teachers take responsibility for professional development and involvement in their ABLE learning community.	
Element 4.1 Teachers engage in continuous, purposeful professional development that supports student achievement and the program's mission.		Element 4.2 Teachers take responsibility for involvement in their ABLE learning community.	

Indicator 4.1.1 Teachers identify their professional development needs and access resources to address those needs.	Indicator 4.2.1 Teachers participate in committees, task forces and organizations relevant to adult education.
Indicator 4.1.2 Teachers create an individual professional development plan to reflect an ongoing process of growth.	Indicator 4.2.2 Teachers use professional resources and technology to enhance their learning.
Indicator 4.1.3 Teachers transfer new learning gained from professional development into classroom practice.	Indicator 4.2.3 Teachers maintain contact with administration, colleagues and community partners.
Indicator 4.1.4 Teachers continuously develop and maintain a knowledge base in content area(s) applicable to their teaching responsibilities.	Indicator 4.2.4 Teachers participate in recruitment and marketing as directed by program leadership.
Indicator 4.1.5 Teachers stay current on technology options for enhancing instruction.	

Source: Ohio ABLE Standards-based Professional Development System. See <http://www.uso.edu/network/workforce/able/reference/development/pd-standards-overview.pdf>

(11) NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN – 2009 Standards

Standard 1. Promoting Child Development and Learning

- 1a: Knowing and understanding young children’s characteristics and needs.
- 1b: Knowing and understanding the multiple influences on development and learning.
- 1c: Using developmental knowledge to create healthy, respectful, supportive, and challenging learning environments.

Standard 2. Building Family and Community Relationships

- 2a: Knowing about and understanding diverse family and community characteristics.
- 2b: Supporting and engaging families and communities through respectful, reciprocal relationships.
- 2c: Involving families and communities in their children’s development and learning.

Standard 3. Observing, Documenting, and Assessing to Support Young Children and Families

- 3a: Understanding the goals, benefits, and uses of assessment.
- 3b: Knowing about assessment partnerships with families and professional colleagues.
- 3c: Knowing about and using observation, documentation, and other appropriate assessment tools and approaches.
- 3d: Understanding and practicing responsible assessment to promote positive outcomes for each child.

Standard 4. Using Developmentally Effective Approaches to Connect with Children and Families

- 4a: Understanding positive relationships and supportive interactions as the foundation of their work with children.
- 4b: Knowing and understanding effective strategies and tools for early education.
- 4c: Using a broad repertoire of developmentally appropriate teaching/learning approaches.
- 4d: Reflecting on their own practice to promote positive outcomes for each child.

Standard 5. Using Content Knowledge to Build Meaningful Curriculum

- 5a: Understanding content knowledge and resources in academic disciplines.
- 5b: Knowing and using the central concepts, inquiry tools, and structures of content areas or academic disciplines.
- 5c: Using their own knowledge, appropriate early learning standards, and other resources to design, implement, and evaluate meaningful, challenging curricula for each child.

Standard 6. Becoming a Professional

- 6a: Identifying and involving oneself with the early childhood field.
- 6b: Knowing about and upholding ethical standards and other professional guidelines.
- 6c: Engaging in continuous, collaborative learning to inform practice.
- 6d: Integrating knowledgeable, reflective, and critical perspectives on early education.
- 6e: Engaging in informed advocacy for children and the profession.

Source: National Association for the Education of Young Children. (2009). *NAEYC Standards for Early Childhood Professional Preparation Programs: Position Statement Approved by the NAEYC Governing Board July 2009*. Retrieved on April 14, 2010 from <http://www.naeyc.org/files/naeyc/file/positions/ProfPrepStandards09.pdf>