

# SERVING IMMIGRANT FAMILIES THROUGH TWO-GENERATION PROGRAMS

## Identifying Family Needs and Responsive Program Approaches



By Maki Park, Margie McHugh, and Caitlin Katsiaficas

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## Executive Summary

By addressing the needs of poor or low-income parents and their children simultaneously, two-generation programs have great potential to uplift whole families and break cycles of intergenerational poverty. Generally speaking, these programs seek to weave together high-quality early learning opportunities for children with initiatives directed at their parents, including adult education, workforce training, parenting skills, and other supports that strengthen family stability and thereby improve the children's chances of lifelong success.

Immigrant parents lead an increasingly large proportion of U.S. families with young children living in poverty, making them an important target of the two-generation field. However, many of these parents have specific characteristics including limited English proficiency and low levels of formal education that require the use of tailored approaches in order to support the success of their families.

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### *Two-generation programs have great potential to uplift whole families and break cycles of intergenerational poverty.*

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Little research is available about the efforts of two-generation programs to successfully serve immigrant and refugee families. To help fill this gap, the Migration Policy Institute (MPI) National Center on Immigrant Integration Policy conducted an analysis of sociodemographic characteristics of U.S. parents with young children and a study of select two-generation programs serving large numbers of immigrant and refugee families. Together, these quantitative and qualitative analyses make plain a wide range of challenges and opportunities facing the two-generation field as it seeks to appropriately serve and improve outcomes for the large and growing number of immigrant families with young children in the United States.

#### **A. Sociodemographic Analysis**

Using 2010–14 pooled American Community Survey (ACS) data from the U.S. Census Bureau, this MPI analysis compares key characteristics of immigrant and native-born parents of young children (ages 0 to 8). The analysis reveals that while immigrant parents, on average, possess particular strengths advantageous to children, many face a number of risk factors that make them prime targets for two-generation programs.

##### **I. Poverty, Employment Status, and Health Insurance**

Immigrants comprised 23 percent of all parents with young children in the United States, or almost 8.4 million in total as of 2010–14. Twenty-four percent lived below the federal poverty level (FPL), compared with 15 percent of their native-born counterparts, demonstrating that immigrants compose a large and disproportionate share of all poor and low-income U.S. families with young children.

While they are far more likely to be living in poverty, immigrant parents of young children<sup>1</sup> were nearly as likely to be employed (70 percent) as those who are native born (75 percent). Overall, 24 percent of immigrant parents were out of the labor force, compared to 18 percent of native-born parents. Further analysis shows a distinct gap between foreign- and native-born women in this regard: 42 percent of immigrant mothers of young children were neither part of the labor force nor seeking employment, versus 28 percent of their native-born peers.

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<sup>1</sup> In this report, “immigrant parents of young children” refers to foreign-born parents of children ages 0 to 8.



Immigrant parents were also more than twice as likely to lack health insurance coverage as their native-born peers (36 percent versus 13 percent). These low rates of insurance pose heightened risks to the health, well-being, and economic stability of both immigrant parents and their children.

## 2. English Proficiency and Education

More than half of foreign-born parents (52 percent) were classified as Limited English Proficient (LEP). Immigrant parents were also five times more likely than native-born parents to be without a high school diploma or its equivalent (30 percent versus 6 percent). Furthermore, 17 percent of foreign-born parents completed eighth grade or less, compared with just 1 percent of their native-born peers. Finally, among those immigrant parents without a high school diploma, 83 percent were also LEP, indicating that this substantial subpopulation faces a particularly long and challenging service trajectory in order to achieve the education and economic security goals of the two-generation field.

Focusing this analysis specifically on low-income immigrant parents of young children—that is, on the potential targets of two-generation services—71 percent were LEP and 47 percent were without a high school diploma. Meanwhile, 27 percent had a high school diploma or equivalent, 16 percent a college degree, and 9 percent a bachelor’s degree or higher, demonstrating a diversity of needs among immigrant parents for different types and intensities of two-generation services.

### **B. Two-Generation Programs for Immigrants: Barriers and Access Points**

Children of immigrants composed 25 percent of the U.S. young-child population as of 2012–13; 94 percent were born in the United States and were therefore U.S. citizens at birth. However, with a complex mix of immigration status restrictions applied to major federal and local public benefit programs, the supports available to many families led by foreign-born parents are limited in significant ways. Depending on a parent’s immigration status and date of arrival, many families, whether lawfully or unlawfully present, may be restricted from accessing programs such as Temporary Assistance for Needy Families (TANF), nonemergency Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Supplemental Security Income (SSI). And while major child-focused programs such as Head Start have no immigration-status restrictions or are based solely on children’s legal status, the complexity of program eligibility rules combined with a fear of potential consequences for family sponsors or family members who are unauthorized causes many immigrants to fail to access programs for which they or their children are eligible.

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With no such restrictions and millions of immigrants seeking to learn English, adult English for Speakers of Other Languages (ESOL) or English as a Second Language (ESL) classes and other adult education programs have as a result often been the primary avenue through which immigrant parents with young children become engaged in two-generation programs. In recent decades, for example, Family Literacy and Even Start programs provided the first interaction that many immigrant parents had with local government and community services. These programs have helped hundreds of thousands of immigrant parents improve their English skills, support their children’s early learning and kindergarten readiness, and learn about further adult education services and other opportunities available in their communities.

In partnership with states, the federal government has supported such programs primarily through the *Workforce Investment Act (WIA)*, which was reauthorized in 2014 as the *Workforce Innovation*



*and Opportunity Act* (WIOA). Under the new WIOA performance accountability system, however, the measures used to judge workforce training programs are now also applied to adult education programs, including indicators such as participants' employment and earnings outcomes, transition to postsecondary education, and attainment of credentials and postsecondary degrees. The outcomes that immigrants achieve through parent-focused literacy programs related to systems navigation and other parent engagement goals are not assigned value under the mandatory performance measures. As a result, programs serving parents who do not achieve WIOA's postsecondary degrees, earnings or other employment-related outcomes will appear to be failing, despite the irrelevance of nearly all of the performance measures to the design of parent-focused programs and the goals of parents seeking their services.

The law's stricter focus on higher education and employment outcomes is an apparent threat to the ability of parent-focused programs to meet the important two-generation goals of many immigrant parents, who, for example, wish to pursue English skills to address their everyday integration needs and the educational success of their children. With implementation of the new law underway, the challenges resulting from this sea change in system design are beginning to be understood and felt by these programs, including many included in this study.

### C. Findings from Field Research

Eleven programs that successfully serve immigrant and refugee families using a two-generation approach were examined for this study. They were selected through a literature review and field scan, input from a six-member advisory panel, and a survey of state adult education directors and refugee resettlement coordinators. The programs studied were supported by a wide variety of major federal funding streams as well as other funding sources, and served immigrant subpopulations that varied by origin, race and ethnicity, languages spoken, levels of education, and mode and recency of arrival.

Generally speaking, these programs' challenges and constraints in effectively serving immigrant families stemmed from the difficulties inherent in adjusting service provisions for parents with markedly varied levels of formal education, English proficiency, employment goals and prospects, immigration status, and other characteristics. Developing the expertise and other organizational capacities necessary to tailor services for diverse clients with a wide range of needs posed resource challenges for many of the programs. Nearly all expertly braided together multiple funding sources and built a broad base of organizational partnerships in order to be able to offer necessary levels of support.

### Factors for Success in Program and Policy Design

Responding to these and other challenges, the most important factors contributing to program success in engaging and effectively serving diverse immigrant families with young children included the following:

- ***Employing a diverse, culturally and linguistically competent workforce reflective of the community being served.*** A diverse staff that—to the greatest extent possible—includes members able to speak each family's home language was identified as indispensable in attracting families to programs, building trusting relationships with them, and providing LEP parents and Dual Language Learner (DLL) children with equitable access to all aspects of a program. These workforce skills were identified as especially critical for families who speak low-incidence languages, given the higher barriers they often face in accessing information and services.
- ***Building the social capital of immigrant families and connecting them to a wide range of local supports.*** Program designs that reduce immigrant parents' social isolation, improve their ability to navigate local systems, and provide a lasting source of resources and community



connections are critical to families' long-term integration and success in achieving two-generation goals.

- ***Utilizing holistic needs assessment and case management approaches.*** This helps ensure that no single factor derails a family's progress. Given that many immigrant families face high levels of poverty and numerous other challenges, the ability to understand and address multiple needs—even those falling outside a program's central mission—is crucial to support the advancement and success of immigrant families. Often, strong relationships with established immigrant service organizations and other community partners are needed to meet the wide range of challenges faced by participants.
- ***Data-driven planning.*** Amid fast-changing immigrant and refugee settlement patterns—and wide variation in service needs—it is important to choose appropriate strategies for addressing the specific needs of immigrant families. Data-driven planning is an important element in the design of comprehensive service models. Sufficient flexibility in funding and program design is also necessary to allow the adaptation of services to immigrant families facing diverse challenges.
- ***“Grow-your-own” initiatives that identify and train outstanding program alumni.*** Such initiatives have proved successful in developing highly effective staff attuned to participant needs while also providing workforce training opportunities often not available through mainstream systems for individuals who may be LEP and/or have low levels of educational attainment.

#### **D. Overall Findings and Recommendations**

The topline findings and recommendations of this study include:

- 1) ***Programs that offer basic English language and literacy development as well as U.S. culture and systems knowledge are indispensable for the vast majority of immigrant parents who are targets of two-generation services.*** These services therefore must be distinctly valued and prioritized alongside—and as an on-ramp into—services that pursue the achievement of family economic security through the promotion of workforce integration and advancement. Areas for further study or action to address the implications of this finding include:
  - **Monitor and analyze the impact of implementation of the new WIOA law on services available for low-educated immigrant and refugee parents of young children, and promote efforts to support provision of parent-focused programs.** The law's mandatory performance accountability measures include job placement post-program completion, post-secondary or workforce credential attainment, and measures of median earnings and employer satisfaction. These requirements disfavor the provision of services to parents who do not have an employment goal, not to mention the provision of family literacy programs more generally. They also create an expectation that adult education programs will capture and report employment and earnings outcomes of students through collection and tracking of their Social Security numbers and earning records—a sea change in a field that heretofore has not had high documentation barriers for program participants. To identify the impacts of these and other significant new provisions for two-generation stakeholders, the provision of parent-focused services under the law should be tracked, along with the efforts of state and local policymakers to counteract the law's crowding out effects and preserve parent-focused services.
  - **Expand federal support for programs addressing immigrant parents' English language, literacy, and system navigation needs.** With federally funded adult English and education classes currently serving only about 3 percent of those in the United States who could benefit from them, expanding programs that can meet the specific language-development and system-navigation needs of low-income immigrant parents who are LEP and/or lack a high school diploma is essential to the success of the two-generation field. This could be accomplished



through targeted appropriations under WIOA or through other federal programs. For example, the U.S. State Department and the Department of Health and Human Services' (HHS) Office of Refugee Resettlement could act to provide sufficient support to address the two-generation needs of refugees. These funds could support comprehensive instruction focused on system navigation, child development and school success for all needy refugee parents with young children, along with English literacy and adult education classes designed to support parents in reaching the levels of intermediate and advanced English required to assure their family's full linguistic, economic, and civic integration. Program designs that explicitly and effectively meet the need for threshold English and integration classes needed by many immigrant parents could also become a new, shared responsibility of HHS and the U.S. Department of Education (ED). With several local models already effectively achieving these two-generation goals, a demonstration project funded by congress and the president could test and scale programs most effective in assuring that both immigrant parents and their children are able to meet a range of critical integration and education success outcomes.

- 2) ***With the linguistic and cultural competence of workers a core strength of effective programs, and difficulties in maintaining and building a workforce with these skills, efforts should be made to widen the pipeline for such workers.***
  - Field stakeholders can seek to leverage the current emphasis on career pathway models in the education and training arenas to expand integrated pathway programs for immigrants and refugees who have an interest in working in early childhood and other two-generation programs. These programs could provide adult education and English classes tailored to include concepts and content required for formal degrees and certificates, along with wraparound services to support participants' retention and advancement. Such programs could both expand the pool of workers with the linguistic skills and cultural competencies essential to the success of many two-generation programs, while also helping scale an instructional design that can assist immigrants in obtaining credentials needed to work in other occupations.
- 3) ***The federal Administration for Children and Families (ACF) should more actively assure equitable access for LEP parents and families—particularly speakers of low-incidence languages—to the two-generation programs it supports.***
  - Given the super-diverse contexts in which they operate, many local programs face logistical challenges and high costs in offering the scope of interpretation and translation services needed to provide all parents equal access to spoken and written program communications. Regional coordination and provision of language access resources can reduce costs for these services and provide critically needed improvements in programs' linguistic and cultural competence. HHS' regional offices, for example, could pool demand and lower unit costs for these services under master contracts, and/or by directly provide trainings, translated materials, and interpretation services in low-incidence languages so that programs are able to equitably serve the diverse range of families that are targets of two-generation programs.
- 4) ***Two-generation approaches with flexible service structures enable local programs and communities to tailor services to the needs of immigrant and refugee families, whose challenges are often multifaceted and require intensive and/or tailored services.***
  - Promise Neighborhoods appears to be among the most responsive of two-generation approaches in leveraging existing community resources, identifying gaps, and responding in a comprehensive fashion to community needs. The Community Schools model also provides a non-prescriptive approach that appears able to more effectively and efficiently meet changing community needs and contexts in areas where immigrant and refugee families with young children have settled. Lessons from further research on Promise Neighborhoods and Community Schools programs that effectively serve immigrant and refugee families with young children could prove particularly useful as these models seek to expand into new locales and to the two-generation field more generally.



**5) *Improved collection, analysis, and use of data relevant to the presence, needs, and outcomes of immigrant and refugee children and families is needed in order to provide them more equitable access to high-quality, two-generation services and to ensure that service funding designs take their needs into account.***

- The capture and use of detailed client data by early childhood education and care (ECEC) and two-generation programs—including the DLL status of children as well as key characteristics of parents such as their home languages and English language and literacy levels—is needed to enable analysis of equity in access, service relevance and performance accountability designs, and potential additional resource needs of programs assisting individuals with multiple challenges. The Maternal, Infant, and Early Childhood Home Visiting (MIECHV) program, for example, does not collect data identifying foreign-born and LEP participants; these data could help reveal critical gaps in service access for these groups and, in combination with other program information, point to the presence or absence of effective service designs such as provision of service navigation supports to meet specific needs of immigrant and LEP individuals.
- Relatedly, the differential costs that parent-focused programs report in meeting the educational and other service needs of low-educated, LEP parents of young children as compared to those who are better prepared to access postsecondary and workforce training opportunities should be analyzed in order to make concrete any disadvantage these programs may face in competing under service requests for proposals (RFPs) whose unit costs or performance measures do not take into account the diversity of these populations and the nature of their needs. For instance, programs could report on the number of LEP and foreign-born parents being served, core staff members capable of communicating with them in a language they understand (or other provisions made to provide equitable access to spoken and written communications), and elements of service designs adapted to meet the specific needs of these individuals.
- The use of appropriate assessments of DLL children’s first- and second-language skills continues to lag, as does inclusion of meaningful measures of program quality for DLL children and their families in state Quality Rating Improvement Systems. Targeted efforts to raise quality rating standards as they relate to the needs of DLL children and their parents could help spur the adoption of more effective two-generation program designs.

Two-generation approaches have enormous potential to positively affect the educational and other outcomes of immigrants and their young children. This report identifies difficulties faced by many programs that strive to be responsive to the unique and intensive needs of these families. Investments in foundational English language, literacy, and parenting classes are being challenged. The programs and analysis included in this study provide important lessons for policymakers and community stakeholders alike. The range and intensity of immigrant families’ needs must be considered to ensure that these families benefit equitably from two-generation services.

## **I. Introduction**

Two-generation programs are designed to meet the needs of both young children and parents in low-income families, and have great potential to uplift at-risk young children and their families and break cycles of intergenerational poverty. The approaches of these programs weave together high-quality early learning opportunities for children and parenting skills, adult education, workforce training, and other supports that improve family stability and, thereby, children’s chances of lifelong success.

Little research is available about the efforts of such programs to successfully serve immigrant and refugee families. To help fill this gap, the Migration Policy Institute (MPI) National Center on Immigrant Integration Policy conducted an analysis of data on the U.S. parent population and 11 select programs.



An overview of the sociodemographic characteristics of U.S. parents—both foreign and native born—follows a brief description of two-generation approaches and barriers that hinder immigrant access to several major public programs. The analysis illuminates key factors that make immigrant and refugee families an important target for two-generation programming, as well as potential challenges to effectively addressing their needs. Successful design and practice elements are then described, along with the obstacles that programs face in maintaining or expanding their services. The report concludes with a discussion of policy implications and recommendations for increasing opportunities to effectively serve immigrant and refugee families via two-generation approaches.

## II. Study Design and Rationale

Pooled 2010–14 American Community Survey (ACS) data from the U.S. Census Bureau were used to construct a sociodemographic profile of foreign- and native-born parents with young children ages 0 to 8 in the United States. The profile design includes survey results on poverty status, educational attainment, English proficiency, current school enrollment, employment, and languages spoken at home by Limited English Proficient (LEP) parents—characteristics highly relevant to two-generation program approaches.

To identify factors in program and policy design that either promote or constrain two-generation programs' ability to effectively serve immigrant families with young children, major federally funded programs that support such activities were identified (see Appendix 1), along with program models that blend service approaches and funding from a variety of sources. Eleven programs supported via these major federal or blended funding streams and widely recognized for their success in serving immigrant families with young children were ultimately selected for further study. Their selection was based on a literature review, input from an advisory panel,<sup>2</sup> and a survey of state adult education and national refugee resettlement program directors seeking nominations for exemplary programs.

Field research included the collection and analysis of relevant program materials as well as site visits and in-depth interviews with key program staff. Results were used to identify crucial factors for success as well as challenges to maintaining or expanding effective two-generation initiatives. Interviews with policymakers, academics, and service providers informed the study's analysis and recommendations.

## III. The Two-Generation Approach

Many antipoverty programs in the United States focus on either children or parents instead of holistically addressing family needs.<sup>3</sup> That said, efforts to meet families' needs through the simultaneous provision of services to both parents and children date back at least to the settlement house movement of the 19th century.<sup>4</sup> Head Start, launched in 1965, was the first large-scale federal antipoverty program to employ a two-generation approach, combining early learning and health services for children with services

2 The members of this advisory panel are Miriam Calderon, Robert Crosnoe, Brenda Dann-Messier, Huilan Krenn, Heide Spruck Wrigley, and Marjorie Sims.

3 Robert G. St. Pierre, Jean I. Layzer, and Helen V. Barnes, "Two-Generation Programs: Design, Cost, and Short-Term Effectiveness," *The Future of Children* 5, no. 3 (1995): 77.

4 David Tyack, "Health and Social Services in Public Schools: Historical Perspectives," *The Future of Children* 2, no. 1 (1992): 19–31.



to support families' housing stability and parents' educational and financial goals.<sup>5</sup> Two-generation programs increased in number in the 1980s and 1990s, and in recent years interest in this approach has again risen.<sup>6</sup>

Proponents of two-generation service models view the successful development of young children as inextricably linked to the well-being and stability of their parents and families. They seek to reduce siloed program designs and instead focus on program elements that “put the whole family on a path to permanent economic security.”<sup>7</sup> Broadly speaking, these program elements help parents build economic assets and social capital; address their health, mental health, and housing needs; and provide pathways from parenting skills and adult education through to workforce training programs and post-secondary education. For young children, the program elements generally include access to high-quality child care, early education, and health care, with the aim of fostering healthy development across multiple domains and building the cognitive and psychosocial skills needed to support a successful transition to elementary school.<sup>8</sup>

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*Programs that embrace two-generation goals vary in the breadth, intensity, and integration of their parent- and child-focused services.*

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Given the wide variation possible in service approaches, combinations, and intensity, there is no strictly defined two-generation model; rather, programs that embrace two-generation goals vary in the breadth, intensity, and integration of their parent- and child-focused services. For the purposes of this study, two-generation programs are defined as those that (1) provide services to both children and parents,<sup>9</sup> whether simultaneously or in parallel via co-location; and (2) track outcomes for both children and parents.<sup>10</sup> In addition, this report focuses primarily on programs serving families with young children, from birth through age 8. This choice reflects extensive research demonstrating the importance and impact of high-quality services in the early years—and the relative scarcity of public services available for children of low-income families in this age range.

### **Two-Generation Programs for Immigrant Families: Barriers and Access Points**

Immigrants and refugees compose a large and growing proportion of U.S. families with young children. Their families are often characterized by strengths that provide advantages to their children's healthy development and success. For example, immigrant parents tend to demonstrate very high levels of

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5 HHS, Office of Head Start, “Head Start Programs,” updated July 5, 2016, [www.acf.hhs.gov/ohs/about/head-start](http://www.acf.hhs.gov/ohs/about/head-start).

6 P. Lindsay Chase-Lansdale and Jeanne Brooks-Gunn, “Two-Generation Programs in the Twenty-First Century,” *The Future of Children* 24, no. 1 (2014): 13–39; Meegan Dugan Bassett, “Considering Two Generation Strategies in the States” (policy brief, Working Poor Families Project, Summer 2014), [www.workingpoorfamilies.org/wp-content/uploads/2014/09/WPFP-Summer-2014-Brief.pdf](http://www.workingpoorfamilies.org/wp-content/uploads/2014/09/WPFP-Summer-2014-Brief.pdf).

7 Anne Mosle, Nisha Patel, and Jennifer Stedron, *Top Ten for 2Gen: Policy Ideas and Principles to Advance Two-Generation Efforts* (Washington, DC: Ascend, Aspen Institute, 2014), 7, <http://ascend.aspeninstitute.org/resources/top-ten-for-2gen>.

8 For example, the Annie E. Casey Foundation focuses on three main categories of programming that, together, constitute a two-generation approach: helping parents to attain financial stability, promoting good-quality early childhood education (ECE) and elementary schooling, and offering support in parenting. The Aspen Institute concentrates on programming in four areas: education, social capital, economic assistance, and health.

9 While two-generation programs most often interact with parents as the adult caregivers of a child, grandparents may participate in two-generation programs instead of or in addition to parents.

10 Notably, this definition excludes several models—for example, Abriendo Puertas—that are well known for working effectively with immigrant parents to achieve two-generation impacts but that do not directly serve children in their programming.



commitment to their children's education, which can act as a protective factor in their children's academic success.<sup>11</sup> A large share of immigrant parents also have a number of risk factors—such as low English proficiency and high poverty—that pose challenges for two-generation programs seeking to effectively support immigrant families on a pathway of upward mobility and longer-term integration success.

Young children of immigrants composed 25 percent of the U.S. young-child population ages 0 to 8 in 2012–13.<sup>12</sup> Children of immigrants are more likely than their peers to live in poverty and in households where parents have limited English proficiency and lower levels of education. Prior MPI research indicates that 31 percent of immigrant-background children are Dual Language Learners (DLLs),<sup>13</sup> meaning that they are learning a language other than English at home while learning English (and sometimes their home language as well) in an early childhood education and care (ECEC) program. Other data and research indicate that many children of immigrants may be at risk for poor educational outcomes. For example, a considerable gap in educational achievement persists between students who are English Learners (ELs) and their non-EL peers from kindergarten through 12th grade. And these gaps open early: a 2007 study demonstrated a significant disparity in reading proficiency and language skills between Mexican American children and their white peers upon entry into kindergarten.<sup>14</sup>

High-quality early childhood services have been shown to be effective in building a foundation for young children's future success and healthy development, and children of immigrants draw even greater benefits from such programs than their native-born peers.<sup>15</sup> This is especially true for children who speak a language other than English at home,<sup>16</sup> suggesting that effective two-generation programming may be particularly beneficial for this population. Meanwhile, a smaller share of children of immigrants are enrolled in pre-K programs than their peers with native-born parents—43 percent versus 47 percent.<sup>17</sup> Research has also revealed that relatively small shares of Hispanic and Asian children access federal early childhood programs.<sup>18</sup>

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- 11 Danielle A. Crosby and Angel S. Dunbar, *Patterns and Predictions of School Readiness and Early Childhood Success among Young Children in Black Immigrant Families* (Washington, DC: Migration Policy Institute, 2012), [www.migrationpolicy.org/research/CBI-patterns-predictors-school-readiness-early-childhood-success](http://www.migrationpolicy.org/research/CBI-patterns-predictors-school-readiness-early-childhood-success).
  - 12 Data from the 2012 and 2013 American Community Survey (ACS) drawn from the Urban Institute, "Children from Immigrants Data Tool," accessed May 27, 2016, <http://datatool.urban.org/charts/datatool/pages.cfm#>.
  - 13 Migration Policy Institute (MPI) analysis of U.S. Census Bureau pooled 2010–12 ACS data.
  - 14 Daniel Princiotta and Kristin Denton Flanagan, *Findings from the Fifth-Grade Follow-Up of the Early Childhood Longitudinal Study, Kindergarten Class of 1998-99* (Washington, DC: U.S. Department of Education, National Center for Education Statistics, 2006), <http://nces.ed.gov/pubs2006/2006038.pdf>.
  - 15 Maki Park, "Accessibility of Early Childhood Education and Care Services in the United States for Children of Immigrants of Diverse Origin Background Paper: Transatlantic Forum on Inclusive Early Years Meeting 1" (paper presented at Transatlantic Forum on Inclusive Early Years, Ghent, Belgium, January 21–23, 2013), [www.calameo.com/read/001774295243ac83c66da?authid=A6uZKUnfA4NZ](http://www.calameo.com/read/001774295243ac83c66da?authid=A6uZKUnfA4NZ).
  - 16 Linda M. Espinosa, *Early Education for Dual Language Learners: Promoting School Readiness and Early School Success* (Washington, DC: MPI, 2013), [www.migrationpolicy.org/research/early-education-dual-language-learners-promoting-school-readiness-and-early-school-success](http://www.migrationpolicy.org/research/early-education-dual-language-learners-promoting-school-readiness-and-early-school-success).
  - 17 MPI analysis of U.S. Census Bureau pooled 2010–14 ACS data.
  - 18 A Center for Law and Social Policy (CLASP) report found that Head Start serves 36 percent of eligible Asian American children and 38 percent of Hispanic/Latino children, compared with 43 percent of eligible children being served nationally. The Child Care and Development Block Grant (CCDBG) serves 11 percent of eligible Asian American children and 8 percent of Hispanic/Latino children, compared with 13 percent of eligible children nationally. See Stephanie Schmit and Christina Walker, *Disparate Access: Head Start and CCDBG Data by Race and Ethnicity* (Washington, DC: CLASP, 2016), [www.clasp.org/resources-and-publications/publication-1/Disparate-Access.pdf](http://www.clasp.org/resources-and-publications/publication-1/Disparate-Access.pdf).



Though the majority of children from immigrant families are born in the United States and are therefore U.S. citizens,<sup>19</sup> a complex patchwork of immigration status restrictions applies to major federal and local public benefit programs, greatly constraining supports available to many families led by foreign-born parents—particularly those who are unauthorized, who are ineligible for nearly all federal benefits. Restrictions apply depending on the date of arrival and immigration status of the individual seeking support (e.g., lawful permanent resident [LPR], unauthorized, refugee, or asylee) and the nature of the program. For example, unauthorized immigrants are ineligible for federal programs such as Temporary Assistance for Needy Families (TANF), nonemergency Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Supplemental Security Income (SSI), and their lack of legal authorization to work also prevents them from accessing workforce training services. With very few exceptions, even legal immigrants are barred from these benefits during their first five years in the United States.<sup>20</sup> If LPRs apply for federal means-tested benefits after their five-year bar expires, the earnings of the family member who sponsored them for residence will be “deemed” to be theirs,<sup>21</sup> often causing them to exceed a program’s income limits. Even if they succeed in qualifying for benefits, their sponsor may be required to pay back the amount of the benefits received.

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*Many immigrants are not accessing programs for which they or their children may be eligible.*

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State programs and their associated rules add an additional layer of complexity to the process of determining immigrant adults’ eligibility for various types of support. While several major child-focused programs, such as Head Start and those supported by federal Title I education funds, do not impose immigration status restrictions or base eligibility on the child’s legal status, programs supported by a Child Care and Development Block Grant (CCDBG) do. TANF, meanwhile, allows “child-only” cases when U.S.-citizen children are living with parents barred from program benefits.

In sum, the array of restrictions on immigrant adults’ access to many antipoverty programs—coupled with fear of potential consequences for themselves or family members, should they access such programs—means that many immigrants are not accessing programs for which they or their children may be eligible.<sup>22</sup>

In this context, it is perhaps not surprising that adult language classes—English for Speakers of Other Languages (ESOL) or English as a Second Language (ESL)—and other adult education programs have been the primary avenue through which the two-generation field has attracted and served immigrant

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19 Jie Zong and Jeanne Batalova, “Frequently Requested Statistics on Immigrants and Immigration in the United States,” *Migration Information Source*, April 14, 2016, [www.migrationpolicy.org/article/frequently-requested-statistics-immigrants-and-immigration-united-states#Children with Immigrant Parents](http://www.migrationpolicy.org/article/frequently-requested-statistics-immigrants-and-immigration-united-states#Children%20with%20Immigrant%20Parents).

20 Tanya Broder, Avidah Moussavian, and Jonathan Blazer, *Overview of Immigrant Eligibility for Federal Programs* (Los Angeles: National Immigration Law Center, 2015), [www.nilc.org/wp-content/uploads/2015/12/overview-immeligfedprograms-2015-12-09.pdf](http://www.nilc.org/wp-content/uploads/2015/12/overview-immeligfedprograms-2015-12-09.pdf).

21 Deeming rules apply to those whose sponsors signed an Affidavit of Support on or after December 19, 1997. For more on deeming provisions, see U.S. Department of Health and Human Services (HHS), Office of Family Assistance, “TANF-ACF-PI-2003-03 (Deeming of Sponsor’s Income and Resources to a Non-Citizen),” updated August 17, 2003, [www.acf.hhs.gov/ofa/resource/policy/pi-ofa/2003/pi2003-2htm-0](http://www.acf.hhs.gov/ofa/resource/policy/pi-ofa/2003/pi2003-2htm-0).

22 See, for example, Krista M. Pereira et al., *Barriers to Immigrants Access to Health and Human Services Programs* (Washington, DC: HHS, Office of the Assistant Secretary for Planning and Evaluation, 2012), <https://aspe.hhs.gov/basic-report/barriers-immigrants-access-health-and-human-services-programs>.



parents with young children. Such programs are not characterized by immigration status restrictions<sup>23</sup> and meet a core need: English skills are widely understood as essential to navigating daily life and advancing economically in the United States. The popular Family Literacy and Even Start<sup>24</sup> programs often provided the first encounter many immigrant parents would have with the U.S. education system and, by extension, local government and community services. In recent decades such programs have helped hundreds of thousands of immigrant parents improve their English language and literacy skills and learn strategies to support their children’s kindergarten readiness and future success.

Family Literacy programs also typically introduce parents to ESOL and other adult education services in their local community. Depending on participants’ underlying levels of educational attainment and literacy (in both their native language and English<sup>25</sup>), a service timespan of 5–10 years may be required before they are proficient in English and attain a high school diploma or equivalent. The federal government has partnered with states to support relevant services, now provided pursuant to the *Workforce Innovation and Opportunity Act* (WIOA), formerly known as the *Workforce Investment Act* (WIA). Under WIA roughly 670,000 individuals were served annually in ESL classes during the 2013 and 2014 program years,<sup>26</sup> with Family Literacy programs prominently featured in the law’s provisions and a commonly used program design.<sup>27</sup>

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*Family Literacy programs ... introduce parents to ESOL and other adult education services in their local community.*

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While many parents might prefer to directly access workforce training programs that provide skills and certifications needed for higher-paying jobs, such programs generally require that individuals be proficient in English and possess a high school diploma or equivalent in order to enroll. As a result of this restriction, LEP individuals comprised less than 2 percent of those completing intensive or training services under the federal-state workforce training system in each of the past five years.<sup>28</sup> Those without a high school diploma or equivalent accounted for less than 15 percent of all participants in workforce services in this same time period.<sup>29</sup>

23 Title II of the *Workforce Innovation and Opportunity Act* (WIOA) does not restrict eligibility based on immigration status. However, two states—Arizona and Georgia—have policies that bar unauthorized immigrants from adult education programs. See Arizona State Legislature, *Arizona Revised Statutes*, Title 15, Chapter 2, Article 2, Section 15-232, accessed August 23, 2016, [www.azleg.gov/viewdocument/?docName=http://www.azleg.gov/ars/15/00232.htm](http://www.azleg.gov/viewdocument/?docName=http://www.azleg.gov/ars/15/00232.htm); State of Georgia, *Official Code of Georgia (O.C.G.A.)*, Title 50, Chapter 36–1, accessed August 23, 2016, [www.lexisnexis.com/hottopics/gacode/Default.asp](http://www.lexisnexis.com/hottopics/gacode/Default.asp).

24 Even Start is a family literacy program that included activities such as early childhood education and care (ECEC), adult literacy, and parenting instruction. Even Start received federal funding from 1988 until 2011, when the program was eliminated. See U.S. Department of Education, “Programs: Even Start,” updated April 9, 2014, [www2.ed.gov/programs/evenstartformula/index.html](http://www2.ed.gov/programs/evenstartformula/index.html); Alyson Klein, “Congress Chops Funding for High-Profile Education Programs,” *Education Week*, March 4, 2011, [www.edweek.org/ew/articles/2011/03/04/23fedbudget.html](http://www.edweek.org/ew/articles/2011/03/04/23fedbudget.html).

25 Since English for Speakers of Other Languages (ESOL) instruction uses an individual’s native language literacy as a foundation on which to build English literacy skills, those who lack native language literacy often complete classes providing basic education in their native language (BENL) before enrolling in ESOL classes.

26 U.S. Department of Education, Office of Career, Technical, and Adult Education, National Reporting System, “State Enrollment by Program Type (ABE, ESL, ASE): All States,” program years 2013-14, accessed October 24, 2016, <https://wdcrobcolp01.ed.gov/CFAPPS/OVAE/NRS/reports/>.

27 See U.S. House of Representatives, *Workforce Innovation and Opportunity Act*, Public Law 113-128, *U.S. Statutes at Large* 128 (2014) 1425, Title II, [www.congress.gov/113/bills/hr803/BILLS-113hr803enr.pdf](http://www.congress.gov/113/bills/hr803/BILLS-113hr803enr.pdf).

28 Data for those with less than a high school diploma or equivalent are available only for four years; see Social Policy Research Associates, *Program Year 2013 WIASRD Data Book* (Washington, DC: U.S. Department of Labor, Employment and Training Administration, Office of Performance and Technology, 2015), [www.doleta.gov/performance/results/pdf/PY\\_2013\\_WIASRD\\_Data\\_Book.pdf](http://www.doleta.gov/performance/results/pdf/PY_2013_WIASRD_Data_Book.pdf).

29 Ibid.



While the new workforce law declares such “basic skills-deficient” adults a priority population for workforce services, federal rules for implementing relevant provisions are extremely weak.<sup>30</sup> Perhaps of even greater consequence for programs seeking to promote two-generation success for immigrant families is the law’s new performance accountability system, which applies the same measures used for workforce services to adult education programs, including measures of participants’ employment and earnings outcomes, transitions to postsecondary education, and attainment of a recognized postsecondary credential. Many of the important results immigrants achieve via parent-focused literacy programs are not assigned value or counted under the performance system; thus, programs serving parents who do not meet employment, credential attainment, and other criteria are likely to appear to be failing.

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*Many of the important results immigrants achieve via parent-focused literacy programs are not ... counted under the performance system.*

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In addition, the new mandatory accountability measures under WIOA push states toward using social security numbers to capture employment and earnings data to report and substantiate the performance of all adult education programs.<sup>31</sup> Implementation of these provisions is expected to cause great upheaval in the adult education field, representing as they do a new and significant administrative burden for programs and a potentially insurmountable barrier for unauthorized immigrants, who do not have a valid social security number.

In light of the central role played by English literacy programs in attracting immigrant and refugee families to two-generation services, as well as the threats such programs face under the new WIOA accountability measures, special attention is paid in this report to their successes and challenges in providing parent-focused literacy services.

## **IV. Sociodemographic Portrait: Parents of Young Children Viewed Through a Two-Generation Service Lens**

In order to improve understanding of the characteristics of immigrant families with young children that are of relevance to the two-generation field, MPI analyzed American Community Survey data from the U.S. Census Bureau, creating a sociodemographic portrait of both foreign- and native-born parents with

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30 For further discussion of how the priority provision might have been implemented, see MPI National Center on Immigrant Integration Policy, “Comments on Required Elements for Submission of the Unified or Combined State Plan and Plan Modifications under the Workforce Innovation and Opportunity Act (OMB Control Number: 1205-0522)” (comments submitted to the U.S. Office of Management and Budget, January 29, 2016), [www.migrationpolicy.org/sites/default/files/MPI\\_WIOA\\_DOL\\_StatePlanReq\\_Jan2016.pdf](http://www.migrationpolicy.org/sites/default/files/MPI_WIOA_DOL_StatePlanReq_Jan2016.pdf).

31 WIOA Title II programs do not limit participation based on immigration status. While programs may continue to serve unauthorized individuals and others who lack social security numbers, alternative methods for gathering employment and earnings data are likely to be extremely burdensome, creating a disincentive to serve these individuals. See U.S. Department of Education and U.S. Department of Labor, “Workforce Innovation and Opportunity Act; Joint Rule for Unified and Combined State Plans, Performance Accountability, and the One-Stop System Joint Provisions; Final Rule,” *Federal Register* 81, no. 161, August 19, 2016, [www.gpo.gov/fdsys/pkg/FR-2016-08-19/pdf/2016-15977.pdf](http://www.gpo.gov/fdsys/pkg/FR-2016-08-19/pdf/2016-15977.pdf).



young children.<sup>32</sup> Table 1 provides a snapshot of the number of such families and how they compare on indicators often used to estimate a family's vulnerability: income, poverty status, family structure, employment status, and health insurance coverage.

**Table 1. Sociodemographic Profile of U.S. Parents of Young Children (ages 0 to 8), by Nativity, 2010–14**

	Total	Foreign Born	Native Born
<b>Total parent population</b>	36,378,000	8,380,000	27,998,000
Share of parent population	100%	23%	77%
<b>Income and poverty</b>			
Below 100% of poverty level	17%	24%	15%
100-184% of poverty level	18%	25%	16%
At or above 185% of poverty level	64%	51%	68%
<b>Family structure</b>			
Two parents	76%	83%	74%
Single mother	18%	12%	20%
Single father	6%	5%	6%
<b>Employment status</b>			
Parent population ages 16 and older*	36,078,000	8,363,000	27,716,000
Employed	74%	70%	75%
Self-employed	6%	7%	5%
Unemployed	6%	6%	6%
Not in the labor force	20%	24%	18%
Men		5%	6%
Women		42%	28%
<b>Health insurance coverage</b>			
Total parent population	36,378,000	8,380,000	27,998,000
Public health insurance only	14%	12%	14%
Private health insurance	68%	51%	73%
No insurance	18%	36%	13%

\*As is customary, only the civilian parent population is counted in this indicator.

*Notes:* Here, the “poverty level” refers to the poverty thresholds used by the Census Bureau to measure the share of the population living in poverty. The Department of Health and Human Services (HHS) uses poverty guidelines, based on the poverty thresholds, to determine eligibility for several federal antipoverty programs. See HHS, Office of the Assistant Secretary for Planning and Evaluation, “Poverty Guidelines,” updated January 25, 2016, <https://aspe.hhs.gov/poverty-guidelines>.

*Source:* Migration Policy Institute (MPI) analysis of U.S. Census Bureau pooled 2010–14 American Community Survey (ACS) data.

Overall, there are almost 36.4 million parents with young children ages 0 to 8 in the United States; immigrants number 23 percent of these parents, or almost 8.4 million in total. The stress that poverty and its associated challenges place on parents and families poses significant risks for young children and negatively impacts their overall development, including their cognitive, physical, and socioemotional

32 In conjunction with this report, state-level demographic fact sheets for the 30 states with the largest number of immigrant parents will soon be available on the MPI website.



outcomes.<sup>33</sup> As a result, the poverty status of families with young children is a central concern of two-generation service providers. Earnings of families with foreign-born parents are significantly more likely to be below the Federal Poverty Level (FPL) (24 percent) than those in which parents are native born (15 percent). Looking to a commonly used measure of low income, a more striking disparity emerges: the income of almost half (49 percent) of all families led by foreign-born parents of young children is below 185 percent of FPL, compared with 31 percent of those led by native-born parents.<sup>34</sup>

Family structure is another factor relevant to antipoverty programming, since children in single-parent families are at greater risk for poor academic outcomes.<sup>35</sup> Immigrant parents are more likely than their native-born counterparts to lead two-parent households (83 percent versus 74 percent, respectively), and are less likely to lead single-mother households than those who are native born (12 percent versus 20 percent).

Turning to rates of employment, the analysis finds that while immigrant parents are far more likely to be living in poverty, they are nearly as likely to be employed as their native-born peers, at 70 percent compared with 75 percent. Twenty-four percent of immigrant parents are out of the labor force, as are 18 percent of native-born parents. Foreign-born mothers of young children are significantly more likely to be both out of the labor force and not seeking to join it than are their native-born peers, at 42 percent versus 28 percent. This finding is supported by research suggesting that immigrant mothers are significantly more likely to stay at home than native-born mothers, at 40 percent versus 26 percent.<sup>36</sup> In addition, of the 24 percent of immigrant parents—largely mothers—who are out of the labor force, 64 percent have limited proficiency in English,<sup>37</sup> a topic that will be explored in greater depth below.

Finally, the analysis demonstrates that immigrant parents are more than twice as likely as their native-born peers to have no health insurance coverage (36 percent compared with 13 percent). This lack poses a risk to parents' physical health and well-being and can also endanger family finances. Limited access to adequate health and mental health services can also render parents less responsive, sensitive, and emotionally supportive toward their children.<sup>38</sup> Children, meanwhile, depend on their parents for health care and other services necessary for their healthy development. Providing access to such services can be challenging for immigrant parents who do not understand U.S. health services and payment options, fear that making themselves known to service providers will have immigration status consequences, or face language barriers.<sup>39</sup>

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33 Hirokazu Yoshikawa, J. Lawrence Aber, and William R. Beardslee, "The Effects of Poverty on the Mental, Emotional, and Behavioral Health of Children and Youth: Implications for Prevention," *American Psychologist* 67, no. 4 (2012): 272–84.

34 Family income under 185 percent of the federal poverty level (FPL) is used to determine eligibility for some federal and state programs, including the Women, Infants, and Children (WIC) nutrition program and free or reduced-price lunches for schoolchildren.

35 Paul R. Amato, "The Impact of Family Formation Change on the Cognitive, Social, and Emotional Well-Being of the Next Generation," *The Future of Children* 15, no. 2 (2005): 75–96.

36 Hispanic immigrant mothers are particularly likely to stay at home (44 percent) and are also more likely (85 percent) to state that their children are better off when a parent stays at home to focus on their family. Although factors such as the high cost of child care as well as limited availability of desirable work opportunities also influence these outcomes, this research suggests that many immigrant women do not seek employment outside the home at least partially by choice. See D'Vera Cohn, Gretchen Livingston, and Wendy Wang, *After Decades of Decline, A Rise in Stay-at-Home Mothers* (Washington, DC: Pew Research Center, Social and Demographic Trends Project, 2014), [www.pewsocialtrends.org/files/2014/04/Moms-At-Home\\_04-08-2014.pdf](http://www.pewsocialtrends.org/files/2014/04/Moms-At-Home_04-08-2014.pdf).

37 MPI analysis of U.S. Census Bureau pooled 2010–14 ACS data. See Appendix 2 for additional information.

38 Yoshikawa, Aber, and Beardslee, "The Effects of Poverty."

39 Tracey Ross, *The Case for a Two-Generation Approach for Educating English Language Learners* (Washington, DC: Center for American Progress, 2015), 16, <https://cdn.americanprogress.org/wp-content/uploads/2015/05/Ross-ELL-report.pdf>.



The parent and family characteristics presented in Table 1 are routinely used as indicators of family vulnerability in the two-generation field. The results demonstrate that:

- immigrant parents lead a significant and disproportionate share of all families living in poverty in the United States that are raising young children;
- overall they demonstrate high levels of employment while remaining poor; and
- they have low rates of insurance coverage overall.

While these findings indicate that low-income immigrant and refugee families are a natural target for two-generation service approaches, the additional parent traits described in Table 2 highlight some unique obstacles foreign-born parents face as they seek to participate in the civic and economic life of their local communities and support their children’s kindergarten readiness and future school success.

**Table 2. English Proficiency, Educational Attainment, LEP Status, and School Enrollment of U.S. Parents of Young Children (ages 0 to 8), by Nativity, 2010–14**

	Total	Foreign Born	Native Born
<b>English proficiency</b>			
Total parent population	36,378,000	8,380,000	27,998,000
LEP (Speak English less than “very well”)	13%	52%	2%
Low LEP (Less than “well”)	7%	29%	0%
<b>Educational attainment</b>			
Parent population ages 25 and older	33,538,000	8,020,000	25,518,000
0-8 <sup>th</sup> grade	5%	17%	1%
9 <sup>th</sup> -12 <sup>th</sup> grade	7%	13%	5%
High school diploma or equivalent	21%	22%	21%
Some college education	31%	18%	35%
Bachelor’s degree or higher	36%	31%	38%
<b>LEP status of low-educated parents (ages 25+)</b>			
Less than high school diploma or equivalent	3,953,000	2,358,000	1,595,000
Share LEP	53%	83%	7%
<b>School enrollment of parents without a bachelor’s degree*</b>			
Parent population ages 15 and older without a bachelor’s degree	24,186,000	5,907,000	18,279,000
0-8 <sup>th</sup> grade	1,741,000	1,381,000	359,000
Share enrolled in school	1%	0%	4%
9 <sup>th</sup> -12 <sup>th</sup> grade	2,894,000	1,131,000	1,763,000
Share enrolled in school	7%	3%	9%
High school diploma/equivalent	8,204,000	1,858,000	6,345,000
Share enrolled in school	3%	2%	3%
Some college education	11,348,000	1,536,000	9,811,000
Share enrolled in school	17%	16%	17%

LEP = Limited English Proficient.

\* The ACS definition for these enrollment data captures only schooling leading toward a high school diploma or college degree, and does not include enrollment in other types of classes such as English language training.

Source: MPI analysis of U.S. Census Bureau pooled 2010-14 ACS data.



Among foreign-born parents, 52 percent are classified by the U.S. Census Bureau as LEP, meaning that they reported speaking English “less than very well;” 29 percent of these are considered “low LEP,” since they reported speaking English “not well” or “not at all.”<sup>40</sup> Just 2 percent of native-born parents are classified as LEP and 0 percent as low LEP; among all parents of young children, 13 percent are LEP and 7 percent of these are low LEP. The myriad challenges facing LEP parents—and the children who rely on them to access needed services on their behalf—are discussed in greater detail below.

Turning to levels of educational attainment, immigrant parents ages 25 and older are five times more likely to not hold a high school diploma (or its equivalent) than are native-born parents (30 percent versus 6 percent). Of these less-educated foreign-born parents, 17 percent completed an 8th grade education or less, compared to just 1 percent of native-born parents; Spotlighting individuals who may face a particularly long integration and two-generation program path, the table shows that among foreign-born parents with less than a high school diploma, 83 percent are also LEP (compared to 7 percent of the native born).

A further look at the 4.1 million foreign-born parents of young children who are low income (and therefore the primary targets of two-generation services) reveals that 71 percent are LEP and 47 percent have less than a high school education, underscoring the challenges that this subpopulation faces in getting on a ladder toward postsecondary education and workforce integration.<sup>41</sup> However, this analysis also reveals that among low-income immigrant parents of young children, 27 percent (1.1 million) have a high school diploma or equivalent, 16 percent (600,000) have some college education, and 9 percent (400,000) have a bachelor’s degree or higher.<sup>42</sup>

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*For in-home caregivers, family literacy and other adult English classes that will help them navigate local systems and better care for their families are important.*

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Overall, these findings point to significant and concrete challenges that a sizeable share of immigrant parents of young children must overcome in order to lead their families toward linguistic, economic, and civic integration in the United States. In light of research demonstrating that one to two years of postsecondary education is generally needed in order to qualify for jobs that pay a family-sustaining wage,<sup>43</sup> for many the challenges to obtaining the qualifications for such jobs are great. They include the effort and costs involved in completing potentially many years of English and adult basic and secondary education classes before progressing to postsecondary and workforce training. At the same time, it is important to recognize that not all LEP parents of young children are seeking employment or advanced training. For in-home caregivers, family literacy and other adult English classes that will help them navigate local systems and better care for their families are important. The decline in the availability of such programs and its implications will be discussed later in this report.

And while they represent smaller numbers of potential immigrant participants in two-generation programming compared to those who are low educated, low-income immigrant parents with relatively high levels of educational attainment might also benefit from tailored two-generation efforts to meet their language learning and workforce training goals.

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40 ACS respondents who speak a language other than English at home are asked to specify whether they speak English “very well,” “well,” “not well,” or “not at all.”

41 MPI analysis of U.S. Census Bureau pooled 2010–14 ACS data.

42 Ibid.

43 Washington State Board for Community and Technical Colleges, *Building Pathways to Success for Low-Skill Adult Students: Lessons for Community College Policy and Practice from a Longitudinal Student Tracking Study* (Olympia, WA: Washington State Board for Community and Technical Colleges, 2005), [www.sbctc.edu/resources/documents/colleges-staff/programs-services/basic-education-for-adults/I-BESTTippingPointResearch.pdf](http://www.sbctc.edu/resources/documents/colleges-staff/programs-services/basic-education-for-adults/I-BESTTippingPointResearch.pdf).



School enrollment data provided in Table 2 highlight the challenges facing two-generation service providers as they seek to further parents' postsecondary training and middle-skill workforce credentials. Shares of school enrollment<sup>44</sup> among parents who have only a high school diploma are quite low, at 3 percent overall; immigrant and native-born parents are somewhat evenly matched, at 2 and 3 percent, respectively. However, immigrant parents who have not completed high school are far less likely than their native-born peers to be enrolled in school (3 percent versus 13 percent). Of those with the lowest levels of education (8<sup>th</sup> grade education or less), zero percent are enrolled in school, indicating the profound distance between them and the services that could support their education and skill attainment.

The analysis also illustrates the linguistic and cultural diversity of foreign-born parents. Table 3 displays the top five languages that are spoken at home by both foreign- and native-born LEP parents of young children: Spanish (71 percent), Chinese (5 percent), Vietnamese (3 percent), Arabic (2 percent), and Korean (2 percent).

**Table 3. Top Five Languages Spoken at Home by LEP Parents of Young Children (ages 0 to 8), by Nativity, 2010-14**

	Total	Foreign Born	Native Born
<b>Top five languages spoken at home by LEP parents</b>			
Total LEP parents	4,799,000	4,369,000	430,000
Language 1	Spanish	Spanish	Spanish
As a share of population	72%	71%	79%
Language 2	Chinese	Chinese	German
As a share of population	4%	5%	4%
Language 3	Vietnamese	Vietnamese	Yiddish
As a share of population	3%	3%	2%
Language 4	Arabic	Arabic	French
As a share of population	2%	2%	1%
Language 5	Korean	Korean	Arabic
As a share of population	2%	2%	1%

Note: LEP = Limited English Proficient.

Source: MPI analysis of U.S. Census Bureau pooled 2010-14 ACS data.

The top languages spoken at home vary substantially by state.<sup>45</sup> U.S. census data illustrate the diversity of many U.S. counties and cities, where 100 to 200 home languages may be spoken by immigrant and refugee families.<sup>46</sup> At the most basic level, the high prevalence of immigrant parents who are LEP poses language-access challenges for these parents as well as for programs seeking to serve them and their children. Despite federal requirements to ensure equitable service access to LEP individuals,<sup>47</sup> field research conducted as

44 The ACS definition for these enrollment data captures only schooling leading toward a high school diploma or college degree, and does not include enrollment in other types of classes such as English language training.

45 In conjunction with this report, state-level demographic fact sheets for the 30 states with the largest number of immigrant parents will soon be available on the MPI website.

46 U.S. Census Bureau, "Census Bureau Reports at Least 350 Languages Spoken in U.S. Homes" (press release, November 3, 2015), [www.census.gov/newsroom/press-releases/2015/cb15-185.html](http://www.census.gov/newsroom/press-releases/2015/cb15-185.html).

47 Programs receiving federal funding must ensure equal access to services for Limited English Proficient (LEP) individuals. See U.S. Department of Labor, "Executive Order 13166—Improving Access to Services for Persons with Limited English Proficiency," *Federal Register* 65, no. 159, August 16, 2000. Additionally, some states and localities have laws or ordinances addressing language access. For more information on state and local policies, see MPI, "Language Portal," accessed October 3, 2016, [www.migrationpolicy.org/programs/language-access-translation-and-interpretation-policies-and-practices/language-portal](http://www.migrationpolicy.org/programs/language-access-translation-and-interpretation-policies-and-practices/language-portal).



part of this study indicates that many ECEC programs are unable to communicate with parents speaking languages other than Spanish. A prior MPI study also finds that many LEP parents face difficulties in understanding and navigating local services for themselves and their children and in communicating with program staff. At the same time, early childhood programs reported a lack of resources for meeting language-access needs, and few programs if any helped parents learn English.<sup>48</sup>

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*Many ECEC programs are unable to communicate with parents speaking languages other than Spanish.*

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In sum, the sociodemographic analysis, using conventional indicators of poverty and risk, shows that immigrant and refugee families comprise a large and disproportionate share of those who would normally be a target of two-generation programs. The low rates of English proficiency, educational attainment, and school enrollment among many immigrant parents require tailored approaches from two-generation programs. Further, LEP status poses a significant obstacle to both the formal education and training of many parents, and affects their ability to interact with programs serving their children.

## **V. Successfully Engaging and Serving Immigrant and Refugee Families: Lessons from the Field**

Seeking to better understand the successes and challenges of front-line programs providing two-generation services to immigrant and refugee families, an MPI research team identified several exemplary programs.

### **A. Key Characteristics of Programs Studied**

The 11 programs examined are listed in Table 4, along with their main funding sources and the two-generation services they provide (see Appendix 2 for additional program details). As the table illustrates, the programs receive funding from a variety of sources and provide a range of services to parents and children. With federally funded programs playing a critical role in supporting the work of many local two-generation programs, an effort was made to include several examples. Other considerations included location (with the aim of examining a variety of state and local policy contexts) and the diversity of beneficiaries' countries of origin, race and ethnicity, languages spoken, levels of education, and mode and recency of arrival.

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<sup>48</sup> Maki Park and Margie McHugh, *Immigrant Parents and Early Childhood Programs: Addressing Barriers of Literacy, Culture, and Systems Knowledge* (Washington, DC: MPI, 2014), [www.migrationpolicy.org/research/immigrant-parents-early-childhood-programs-barriers](http://www.migrationpolicy.org/research/immigrant-parents-early-childhood-programs-barriers).


**Table 4. Key Characteristics of Two-Generation Programs Studied**

Program	Location	Primary Funding Streams Accessed	Two-Generation Services Provided
<b>ASPIRE Family Literacy</b>	Austin, TX	City of Austin United Way of Austin Austin Community College Travis County Private foundations	Bilingual, literacy-focused day care Adult education (ESL, GED, computer literacy) Parents and Children Together (PACT) time sessions Monthly home visits using the Parents as Teachers (PAT) model Parenting classes Family literacy Parent volunteers in children's classrooms
<b>AVANCE</b>	HQ in San Antonio, TX	Varies by site (federal funding sources include Early Head Start, Early Head Start Child Care Partnership, Head Start, Responsible Fatherhood and Healthy Marriage)	Adult education (ESL, GED, computer literacy) Case management Early childhood education Home visits Job training and workforce development Parent-child education program (English-Spanish bilingual parenting classes, toy-making lessons, community education speakers)
<b>Briya Public Charter School</b>	Washington, DC	District of Columbia Public Charter School Board Uniform per Student Funding Formula (USPFF) Office of the State Superintendent of Education's Community Schools Incentive Initiative Scholarships for Opportunity and Results Act Grants Private foundations	Adult education (ESL, GED, computer literacy) Early childhood education Family literacy Job training and workforce development (CDA and RMA credentials) PACT time sessions Peer events and support groups
<b>Chula Vista Promise Neighborhood</b>	Chula Vista, CA	Promise Neighborhoods	Adult education (ESL, computer literacy) Early childhood education Job training and workforce development "Learn with Me" Preschool and kindergarten readiness Service learning activities
<b>Community Action Project (CAP), Tulsa</b>	Tulsa, OK	Administration for Children and Families Community Services Block Grant George Kaiser Family Foundation Head Start Oklahoma State Department of Education Oklahoma State Department of Health United Way of Tulsa	Adult education (ESL) Early childhood education Family literacy Home visits (PAT model)

**Table 4. Key Characteristics of Two-Generation Programs Studied (continued)**

<b>Dorcas International Institute of Rhode Island</b>	Providence, RI	Child Opportunity Zone Providence Public School District Refugee School Impact Program Toyota Family Literacy Program United Way	Adult education (ESL, GED) Before and after school and summer programming Early childhood education Family literacy PACT time sessions Parenting classes Service learning activities
<b>Educational Alliance</b>	New York, NY	Annie E. Casey Foundation Head Start Individual philanthropic donors Lower Manhattan Development Corporation National Center for Families Learning New York City Administration for Children's Services-Early Learn New York City Department of Education-UPK New York State Education Department's Literacy Zone Initiative New York State Office of Alcoholism and Substance Abuse Services	Adult education (college preparation and persistence, ESL, financial literacy, GED) "Daddy and Me" activities Early childhood education Family literacy Job training and workforce development PACT time sessions Parenting classes Peer events and support groups
<b>Leake and Watts Services, Inc.: Parent Child Home Program (PCHP)</b>	Yonkers and Bronx, NY	Private foundations and individuals Matching funds from New York State Office of Children and Family Services	Home visits (biweekly visits, 92 visits total over a two-year period, curriculum uses books and educational toys) Referrals to education and social services
<b>Miami-Dade County Public Schools: Home Instruction for Parents of Pre-School Youngsters (HIPPY)</b>	Miami-Dade County, Florida	State of Florida Early Childhood Grant (through University of South Florida)	Adult education (CDA credentialing) Home visits (30-week curriculum with biweekly visits using program books and educational materials) Job training and workforce development
<b>Oakland Unified School District: ESL Family Literacy Program, Oakland Adult and Career Education</b>	Oakland, CA	Adult Education Block Grant	Family literacy Parenting classes Adult education (ESL, GED) PACT time sessions Family engagement
<b>Parents In Community Action, Inc. (PICA)</b>	Hennepin County, MN	Early Head Start Head Start State of Minnesota U.S. Department of Agriculture United Way	Early childhood education Intermittent home visits Adult education (ESL, GED) Workforce development (CDA credentialing) PACT time sessions

CDA = Child Development Associate; ESL = English as a Second Language; GED = general educational development; RMA = Registered Medical Assistant.

Source: Authors' compilation based on field research.



## B. Findings

The following is a synthesis of the most important factors contributing to success or constraints as two-generation programs attempt to engage and effectively serve immigrant and refugee parents and their children. The findings are drawn from interviews with local and national program staff, published evaluations, and other program-specific materials.

### I. Critical Elements of Success

***A diverse, culturally and linguistically competent workforce that is reflective of the community being served is essential for successfully engaging and effectively serving immigrant families.*** Diverse staff who share clients' backgrounds and who—to the greatest extent possible—are able to speak each family's home language were identified as indispensable in attracting families to programs, establishing relationships with them, and providing LEP parents and DLL children with equitable access to all elements of a program (as opposed to only translated materials or select program events).

Research underscores the importance of home-language development in supporting the academic success and overall well-being of DLLs; advantages include advanced executive functioning and social emotional development.<sup>49</sup> Bilingual staff can provide home-language support in early childhood classroom settings and ensure that home languages and cultures are valued and fully recognized—factors that are essential in providing high-quality early learning services for DLLs and other minority populations.

“Having cultural and linguistic diversity is key for us. Among our 100 staff that are employed, staff speak 64 languages across the agency. This grassroots, home-grown openness and understanding is key both to attracting clients and having them feel fully represented and comfortable in coming to us. All of our staff have really deep and rich experiences working with these populations.”

— Dorcas International  
Institute of Rhode Island  
program administrator

Many programs also emphasized their reliance on staff who are members of the local communities they serve, and who therefore are immediately recognized by clients as individuals clients they can identify with and trust. Particularly for home visiting programs, community connections aid in building trusting, long-term relationships. The linguistic and cultural competency of service providers is often necessary for parents to feel comfortable sharing deeply personal difficulties, for example, unauthorized status, depression, or spousal abuse. Many programs also emphasized the importance of a diverse workforce across all functions (for instance, drivers and cooks play an important role in advancing a program's mission and connecting with communities).

***Building the social capital of immigrant families and connecting them to a range of local supports are central to programs' effectiveness.*** As relative or complete newcomers to the United States, immigrant and refugee parents have rarely developed the cultural and systems knowledge or social networks that they and their children need to succeed. Successful programs design their classes and services around reducing immigrant parents' social isolation, improving their knowledge of and ability to navigate local services and systems, and providing a lasting source of resources and community connections for their participants. For example, Briya Public Charter School's classes for pregnant women are organized according to the babies' due dates in order to foster peer support networks for new mothers who may not otherwise have them. AVANCE's toy-making classes use round tables and shared group supplies in order to prompt interaction and collaboration among participants who are just getting to know one another.

49 HHS and U.S. Department of Education, “Policy Statement on Supporting the Development of Children who are Dual Language Learners in Early Childhood Programs” (policy statement, June 2, 2016), [www.acf.hhs.gov/sites/default/files/eecd/dll\\_policy\\_statement\\_final.pdf](http://www.acf.hhs.gov/sites/default/files/eecd/dll_policy_statement_final.pdf).



Other common community-building efforts include social events, service-learning projects, and parent mentor-mentee initiatives. The Dorcas International Institute of Rhode Island, for example, holds culture nights in schools, inviting families to contribute and engage with one another in a school environment. Parents in its leadership program help newly arrived refugees adjust by passing on their knowledge of the local community and helping them navigate the school system. Newcomer parents often lack information about local institutions or community practices; this can contribute to their sense of isolation and lack of comfort in accessing needed support for themselves and their children. For example, Leake and Watts staff reported that many immigrant parents enrolled in the program did not have a library card, in part because they were uncertain about the types of identity documents needed to obtain one. The program brought New York City librarians to its program site—a neutral space, where parents could comfortably learn about library services and obtain library cards.

“[Our participants] walk in the door because they need Adult Education. Computer classes, English, and GED courses—these are the pressing, driving needs that they have. But once they’re in the program, a bigger lightbulb goes off and we see really quick effects with their families through the support [they receive] and friends they make. The program becomes a whole community. Parents are in here four days a week and they bring the connections they make into their homes, and this is what really leads to their success.”

— *ASPIRE Family Literacy program administrator*

***Given the high levels of poverty and multiple other challenges that many immigrant families face, holistic needs assessment and case management are needed to ensure that no one factor derails a family’s progress toward two-generation goals.*** All of the programs studied strive to address families’ multiple needs through a combination of direct services, wraparound supports, and a robust system of referrals and partnerships to meet needs outside a given agency’s scope. Chula Vista Promise Neighborhood, for example, documents each family’s goals as well as levels of risk for a range of potential challenges as part of its intake process. In the process, they found extremely high rates of housing insecurity among participants. Since housing is a need that can derail a parent’s attempt to complete, for example, basic training and education goals, program staff place a high priority on addressing it.

Assigning a designated and trusted “point person” who families know is available to them—not just for one specific purpose but to discuss any need or concern that arises—is a key way to effectively meet the needs of families with multiple challenges. In the case of Educational Alliance, for instance, all parents are assigned a “family advocate,” or case manager, who works closely with them and connects them with any services they may need outside those offered by the organization. These workers monitor the families, ensure that their plans are moving forward as envisioned, and provide referrals to additional services as needed.

Home visiting programs can be especially critical in addressing the two-generation challenges facing immigrant and refugee families since they respond earlier than most other programs in a child’s life and therefore can put families on the path to success before challenges become bigger and more difficult to address. Acknowledging that home visiting is a time-limited and circumscribed service model, Leake and Watts seeks to maximize the impact of the connection with immigrant and other families served through its Parent Child Home Program (PCHP) by providing staff with intensive training in identifying and connecting parents to supports that can meet their specific needs. The agency’s Family Resource Center is particularly valuable in this regard, providing parents with a level of assistance that might otherwise overwhelm the time of home-visiting program staff; it also helps them navigate community services and other opportunities after the completion of the home visiting program.

***Strong relationships and/or partnerships with established immigrant leadership or service organizations can allow even the most comprehensive and sophisticated programs to meet the specific needs of individual immigrant families.*** Program partners may provide a variety of services commonly needed by immigrant parents, including adult education and free or low-cost medical and dental services. For instance, Miami-Dade County Public Schools works with a community relations



officer from the U.S. Citizenship and Immigration Services (USCIS), who speaks to parents about fraud and scams targeting the immigrant community. Some organizations provide free or low-cost immigration legal advice or representation. Given the high stakes families face if they act on advice from unreliable sources or receive incompetent representation, such partnerships are highly valued.

Partnerships with workforce training and postsecondary education programs are also important. Educational Alliance, for example, works in a carefully crafted partnership with the City University of New York's Borough of Manhattan Community College to provide robust two-generation services through its College Access and Success Program. In addition to high-quality early childhood education services, the program offers a range of adult ESOL, education, advising and other wraparound supports to help parents progress in their education and improve their family's economic stability.

Relying on existing community organizations that have strong local relationships and enjoy the high regard of the immigrant communities being served is an important strategy for programs that have successfully scaled, expanded, or replicated their models. PCHP, for example, cited the presence of a strong, established partner as one of the most critical indicators of whether a newly seeded program is likely to succeed in a new location. A program without such a connection might require a substantial amount of time to build trust.

***An intentional goal of parent empowerment and a strengths-based approach in programming are critical to success, and provide parents and families the opportunity to participate in defining goals and projects that are meaningful and relevant to their needs and experiences.*** Successful programs involved parents as true partners by exploring their goals for themselves and their children and establishing meaningful plans for them to participate in the opportunities provided. Aligning program goals and activities in ways that address the needs, realities, and desires of parents was seen as essential to recruiting, engaging, and retaining families.

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*Successful programs involved parents as true partners by exploring their goals for themselves and their children.*

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Several programs noted that parents have various motivations for participating in adult education or literacy programs, including a desire to learn basic English skills, communicate more effectively with school staff, assist young children with homework assignments, or further their own education and training goals. Community Action Project (CAP) Tulsa, for example, originally intended for its ESL program to serve as an on-ramp to high school equivalency attainment or workforce training. However, most parent participants (98 percent of them mothers) expressed an interest in improving their English to participate in their child's education and conduct daily tasks; employment was not an immediate goal. As a result, its ESL program, launched in 2014, focuses on conversational English.<sup>50</sup> Briya assesses students' interests and focuses its ESL class content accordingly. Similarly, Educational Alliance emphasizes parent-led events and facilitates activities that parents identify as being useful to them.

An approach that focuses on parent empowerment also creates buy-in, which is critical to establishing meaningful engagement. Successful programs seek to engage all family members, not only the primary participants (usually mothers). Dorcas International Institute has found family service learning projects—a key component of the program model developed by the National Center for Family Learning, which staff facilitate but parents identify and plan—to be particularly effective in engaging parents. For instance, fathers with experience in construction were able to contribute toward building a community library. Interviewees stressed that these programs had not only engaged parents but given them a renewed sense of agency and power.

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<sup>50</sup> National Center for Families Learning, "CAP Tulsa Awarded Innovation Grant from the National Literacy Directory," Hotspot for Families Learning (blog), August 2, 2016, [http://familieslearning.org/blog/cap\\_tulsa/](http://familieslearning.org/blog/cap_tulsa/).



Most programs cited confidence building among adult learners as a key first step toward success. Several interviewees noted that many parents had been out of school for some time or had limited formal education, and were hesitant to return to school due to a fear of failure. Chula Vista Promise Neighborhood reported that ESL classes fostered a sense of community and helped the adult students realize they were smart enough and had the support needed to pursue further educational opportunities.

***Funding processes that utilize data-driven planning and allow local initiatives flexibility in choosing strategies to address community needs can be instrumental in identifying the needs of immigrant families and addressing gaps in services.*** Given the fast-changing nature of immigrant and refugee settlement patterns and the wide variation in service needs, programs noted the value of engaging in data-driven planning to identify community needs. They also noted the importance of having sufficient flexibility in program designs and funding to allow them to adapt services to immigrant populations facing diverse challenges.

Promise Neighborhoods and Community Schools cited the highest degree of flexibility and autonomy in determining strategies to meet community needs. In both programs, data-driven planning is crucial to informing the establishment or expansion of programs. The Promise Neighborhoods initiative, for example, requires programs applying for a funding to conduct a needs assessment and segmentation analysis in the community it intends to serve. Staff from the Chula Vista Promise Neighborhood found this to be a helpful tool for identifying and addressing immigrant community needs and gaining a nuanced understanding of the needs of local families and gaps in supports available to them. Additionally, Briya cited the importance of demographic data in identifying where immigrant populations were moving in response to rising living costs in Washington, DC, and in determining the location of a new program site.

***Data support and technical assistance have helped two-generation programs better capture and differentiate the needs of diverse program clients, track parent and child outcomes in tandem, support continuous program improvement, and facilitate alignment with community needs.*** While selecting appropriate database software, migrating data, and training staff on collection and entry methods was a lengthy process, programs that received financial support (often from third parties) to enhance their data systems and collection capacities were able to obtain and analyze more relevant data and better track and assess outcomes.

In the absence of support, several programs indicated that parent, child, and family data could not be linked easily. They reported a lack of resources and culturally and linguistically sensitive assessment instruments that could be used to effectively collect and analyze two-generation outcomes. Programs also cited the highly unstable housing arrangements of many immigrant families, the sporadic nature of parents' participation in services over extended periods of time, and practical difficulties linking specific programs or activities with long-term child outcomes as additional challenges to the effective gathering and management of relevant data.

***“Grow-your-own” initiatives that promote the development and hiring of alumni as program staff enable programs to meet some of their workforce needs, while also providing advancement opportunities for talented immigrant parents they had served.*** Several programs reported successfully developing workforce training opportunities in a few select occupations through a system of training and hiring program alumni as a next generation of staff. Parents In Community Action, Inc. (PICA) offers internships to parents who are interested in a teaching career and have completed PICA's Infant/Toddler or Preschool Child Development Parent Training Program. The internships include 700 hours of supervised classroom work and feedback and support from a mentor while working to obtain a Child Development Associate (CDA) credential.<sup>51</sup> Briya offers two workforce training programs, enabling participants to obtain either a Registered Medical Assistant (RMA) or CDA credential, and often hires alumni. Home-visiting programs, including PHCP and Home Instruction for Parents of Pre-school Youngsters (HIPPY), also report high levels of success in training alumni as home visitors.

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51 Parents in Community Action, Inc. (PICA), *PICA 2014-15 Annual Report* (Minneapolis: PICA, 2016), 22, [www.picaheadstart.org/about/Annual\\_Report\\_14-15.pdf](http://www.picaheadstart.org/about/Annual_Report_14-15.pdf).



## 2. Key Challenges

*The need for various two-generation program elements can vary significantly, both by individual and by group, based on levels of formal education, English proficiency, marital status, nationality, employment status, mode and recency of arrival, immigration status, and other factors.* Programs with the linguistic and cultural skills to attract diverse immigrant and refugee families are face the challenge of addressing a wide range of service needs and ensuring that service approaches are tailored to varied levels of readiness (while still meeting standardized program accountability measures). Most programs noted heterogeneity in the immigrant populations they served. Program needs were found to differ in particular as a result of a parent’s level of English proficiency as well as their underlying level of education, presenting a challenge not only in the classroom context but also in the wide range of goals and expectations that parents bring with them to programs that may be difficult to meet appropriately given resource constraints. Additionally, recent arrivals may face multiple, pressing challenges (such as locating stable housing and employment) simultaneously, and those who are unauthorized may have high needs but be unable to qualify for services that restrict eligibility based on immigration status. For example, eligibility for HIPPO home visiting programs in the state of Florida is restricted to those with TANF eligibility—resulting in the aforementioned five-year bar on LPRs, and outright bar on unauthorized individuals, accessing this program.

Programs facing these challenges generally sought to build a dense network of partnerships or offer a comprehensive set of services on-site; where possible they also sought to provide ESOL and other basic education classes at multiple levels, while arranging for access to college and career services for willing program participants. These programs also provided strong initial intake and case management services and were of sufficient size and sophistication that they could braid multiple funding streams to meet a diverse range of family needs.

*An increasing focus on college and career readiness may overlook key goals relevant to immigrant parents and their children.* As public and private funders increase their focus on workforce outcomes, efforts to support parent engagement and school readiness outcomes may be constrained. Family-relevant outcomes are assigned little to no value as federal measures of performance have become increasingly tied to the highest levels of adult education success. As staff at PICA and other programs noted, many parents seek adult education and English programs that allow them to gain basic literacy skills, help their children with homework, and improve their ability to communicate with school staff and more generally support their children’s school success. However, accountability measures in major adult education funding streams such as WIOA do not allow credit for outcomes such as these, instead prioritizing work and earning outcomes.<sup>52</sup>

“We’re being asked to track outcomes related to transitions into postsecondary and employment. But what about family literacy outcomes? These haven’t been specified. [There are] big challenges around a lack of acknowledgement and legitimacy for family literacy [activities] not being included in the policy design. There is simply no mechanism for us to report on other parental outcomes that we feel are important.”

— Oakland Unified School  
District program administrator

States also face financial penalties if they fail to meet the work, earnings, and other outcomes set for programs funded through WIOA,<sup>53</sup> and many states may see this as a disincentive to serving parents who do not have an immediate employment goal.

<sup>52</sup> WIOA adult education and workforce training programs must report on six performance indicators that measure participants’ employment, earnings, attainment of a postsecondary credential or secondary school diploma, and “measurable skill gains” as well as program effectiveness in serving employers. See U.S. Department of Education and U.S. Department of Labor, “Workforce Innovation and Opportunity Act; Joint Rule for Unified and Combined State Plans, Performance Accountability, and the One-Stop System Joint Provisions; Final Rule.”

<sup>53</sup> U.S. House of Representatives, *Workforce Innovation and Opportunity Act*, Title I Sec. 116 (f)(1)(B).



Furthermore, with more than half of immigrant parents of young children classified as LEP and 30 percent without a high school diploma, many face a very long path to meeting the English and basic education requirements needed to enter most workforce training programs or to transition to postsecondary education. Thus, even those two-generation programs that offer robust workforce services reported that relatively few immigrant and other LEP parents sought these services. A study of CAP Tulsa's CareerAdvance program, for example, showed that 91 percent of its enrolled parents speak English as their first language, although 38 percent of CAP Tulsa Parents overall are LEP. Overall, this research suggests that in addition to those low-income immigrant families with lower levels of educational attainment, more than 1 million low-income immigrant parents of young children who have some college or more, 47 percent of whom are LEP,<sup>54</sup> might also have limited opportunities to access two-generation programming that can get them on a pathway toward workforce outcomes.

***A lack of linguistically and culturally appropriate assessment tools prevents many programs from accurately measuring and reporting on diverse immigrant families' progress; many assessments are not available in minority languages.*** Majority culture norms have at times been woven into instruments that purportedly measure early childhood learning environments or positive parenting practices. The HOME Inventory, for example, includes many measures that favor environmental and behavioral standards that are strongly associated with Western and middle-class norms and ideals of good parenting practice (such as questions on the number of musical instruments that are in the home and whether or not the family has taken a trip within the last year). These standards may unfairly penalize immigrant and other minority communities. Moreover, the majority of assessments are available only in English and, if translated, generally in Spanish.

***Parents and children who are speakers of low-incidence languages can be particularly difficult to serve equitably since programs lack the resources to overcome language barriers.*** Several programs described the use of ad hoc measures to break down language barriers, such as relying on volunteers and personal connections in the community to provide translation and interpretation services and thus provide a modicum of access to speakers of low-incidence languages. Most programs lacked translated materials in languages other than Spanish, and most conducted assessments only in English or Spanish. With super-diverse cities and communities already the norm in many parts of the United States, this finding raises serious concerns about the capacity of many ECEC and adult antipoverty programs to equitably serve language-minority populations.

***Pressures to meet immediate family needs often interfere with the aspirations and longer-term goals of low-income immigrant parents—and their ability to persist in or complete program services.*** Certainly, attempting to prioritize longer-term education and training goals over meeting immediate income needs or unexpected family obligations can be challenging for all low-income families (especially single parents and parents with multiple jobs). However, restrictions on immigrants' access to many antipoverty programs, their conditions of employment (e.g., low-paying jobs that lack paid leave and other benefits), and limited social and information networks may exacerbate these difficulties.

Several programs expressed concern that those families most in need of services were often those hardest to reach for these reasons. To address this challenge, Chula Vista Promise Neighborhood is attempting to provide a modest stipend for adults enrolled in its workforce development program. CAP Tulsa also provides financial support, including up to \$100 per month for gasoline to facilitate participants' regular attendance in its ESL programs. Some programs offer multiple course times to work around the schedules of parents with irregular work hours. While many others wished to offer expanded course options, flexible scheduling, and/or money to defray participant expenses, they lacked the additional resources to do so.

***Rising formal education requirements in several ECEC occupations present a serious challenge to programs for whom a diverse workforce is essential.*** Several programs reported difficulties identifying and recruiting individuals who have the cultural, linguistic, and program-content skills their programs

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<sup>54</sup> MPI analysis of U.S. Census Bureau pooled 2010-14 ACS data.



require due to an increased focus in the early childhood field on formal credentials and advanced degrees. Many also indicated that qualified candidates who are willing to work for the programs' relatively low wages are already scarce and that new requirements for formal credentials and advanced degrees unnecessarily add to the challenge of identifying and recruiting the most qualified people to fill staff positions. As noted earlier, in an attempt to address this issue several programs are providing funding, in-house training, or assistance in locating scholarships to help parents obtain the formal credentials they need to work in the field. Utilizing alumni as program staff empowers parents while also offering them concrete next steps and accessible job opportunities.

## VI. Implications and Recommendations

This study reveals significant differences in the type and intensity of services required by immigrant and native-born parents—most notably depending on their English proficiency and level of educational attainment. Table 5 illustrates the range of services potentially needed by key subgroups of immigrant and native-born parents in order to advance along a two-generation pathway toward family economic security.

**Table 5. Two-Generation Service Needs of Parents with Young Children**

	Low-Income, LEP Immigrant or Refugee Parent with Less than HSD/E	Low-Income, LEP Immigrant or Refugee Parent with HSD/E Only	Low-Income, Native Parent with Less than HSD/E
<b>Basic Needs</b>			
Stable housing	✓*	✓*	✓
Health services	✓*	✓*	✓
Mental health services	✓*	✓*	✓
Social capital	✓	✓	✓
<b>Parenting Needs</b>			
Parenting skill and support (family literacy)	✓	✓	✓
Systems navigation coaching	✓	✓	✓
<b>English Language Development Needs</b>			
Preliteracy/basic education in native language (BENL)	✓		
ESL-beginning literacy	✓		
ESL-low beginning	✓	✓	
ESL-high beginning	✓	✓	
ESL-low intermediate	✓	✓	
ESL-high intermediate	✓	✓	
ESL-advanced	✓	✓	
ESL for academic purposes	✓	✓	

**Table 5. Two-Generation Service Needs of Parents with Young Children (continued)**

<b>Education and Training Needs</b>			
Career navigation and planning	✓	✓	
Adult basic education (ABE) <sup>+</sup>	✓		✓
Adult secondary education (ASE) <sup>+</sup>	✓		✓
Postsecondary instruction or workforce training leading to	✓	✓	✓
Employer-recognized credential or two- or four-year postsecondary degree	✓	✓	✓
<b>Early Childhood Service Needs</b>			
High-quality early learning services	✓	✓	✓
Additional wraparound child services	✓	✓	✓

Note: LEP = Limited English Proficient; HSD/E = high school diploma or equivalent

\*Linguistic and cultural competence required for service access and effectiveness; a sizeable share of parents may nevertheless be unable to access services due to immigration status restrictions.

<sup>+</sup> Of foreign-born parents, 17 percent have attained a 0-8<sup>th</sup> grade level education and 13 percent have attained a 9<sup>th</sup>-12<sup>th</sup> grade level education, compared to 1 percent and 5 percent, respectively, of native-born parents.

Source: MPI analysis of U.S. Census Bureau pooled 2010–14 ACS data.

Broadly speaking, immigrant parents with low levels of education and English proficiency can be expected to require additional, targeted services in a two-generation context compared to parents who have higher levels of education or English skills, or are native-born. As a result, immigrant parents' access to these key services—adult English as well as basic and secondary education programs—is a central concern of the two-generation field. Programs that provide immigrant parents with basic English and literacy instruction, and build U.S. cultural and systems knowledge—related to parenting, child development, and kindergarten readiness—are a key “threshold” service for newcomer parents; they also expose parents to the larger terrain of adult English, education, and family support services that can support the longer-term integration and success of their families.

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*Supports typically available to native-born parents remain beyond the reach of a sizeable share of the immigrant and refugee families that need them.*

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In addition, providers of housing, health, and mental health supports should provide translation and interpretation in order to ensure baseline service access for families led by LEP parents. Further tailoring of approaches to address immigrant-specific needs is also essential—for example, culturally sensitive, trauma-informed mental health services are needed for refugee parents who have suffered extreme forms of violence. Programs must also take into account the patchwork of immigration-status restrictions imposed on many federal antipoverty programs; as has been noted, supports typically available to native-born parents remain beyond the reach of a sizeable share of the immigrant and refugee families that need them.



Topline recommendations that flow from this analysis include the following:

- 1) ***Programs that offer basic English language and literacy development as well as U.S. culture and systems knowledge are indispensable for the vast majority of immigrant parents who are targets of two-generation services.*** These services therefore must be distinctly valued and prioritized alongside—and as an on-ramp into—services that pursue the achievement of family economic security through the promotion of workforce integration and advancement. Areas for further study or action to address the implications of this finding include:
  - **Monitor and analyze the impact of implementation of the new WIOA law on services available for low-educated immigrant and refugee parents of young children and promote efforts to support provision of parent-focused programs.** The law’s mandatory performance accountability measures include job placement after program completion, post-secondary or workforce credential attainment, and measures of median earnings and employer satisfaction. These requirements disfavor the provision of services to parents who do not have an employment goal, not to mention the provision of family literacy programs more generally. They also create an expectation that adult education programs will capture and report employment and earnings outcomes of students through collection and tracking of their Social Security numbers and earning records—a sea change in a field that heretofore has not had high documentation barriers for program participants. To identify the impacts of these and other significant new provisions for two-generation stakeholders, the provision of parent-focused services under the law should be tracked, along with the efforts of state and local policymakers to counteract the law’s crowding out effects and preserve parent-focused services. These could include, for example, actions by states to reduce the financial match they provide for federal funds while re-purposing those funds to support parent-focused programs, or to ensure that key characteristics of immigrant and refugee parents of young children are reflected in the statistical adjustment model that will be used to judge states’ performance under WIOA.
  - **Expand federal support for programs addressing immigrant parents’ English language, literacy and system navigation needs.** With federally funded adult English and education classes currently serving only about 3 percent of those in the United States who could benefit from them,<sup>55</sup> expanding programs that can meet the specific English language development and system navigation needs of low-income immigrant parents who are LEP and/or lack a high school diploma is essential to the success of the two-generation field. This could be accomplished through targeted appropriations under WIOA, or through other federal programs. For example, the HHS Office of Refugee Resettlement could act to provide sufficient support to meet the two-generation needs of refugee families. These funds could support comprehensive instruction focused on system navigation, child development and children’s school success for all needy refugee parents with young children, along with English literacy and adult education classes designed to support parents in reaching the levels of intermediate and advanced English required to assure their family’s full linguistic, economic, and civic integration. Program designs that explicitly and effectively meet the need for threshold English and integration classes needed by many immigrant parents could also become a new, shared responsibility of HHS and the U.S. Department of Education (ED). With several local models already effectively achieving these two-generation goals, a demonstration project funded by Congress and the President could test and scale programs most effective in assuring that both immigrant parents and their children are able to meet a range of critical integration and education success outcomes.

55 Approximately 44 million individuals ages 19 and older in the United States are LEP or lack a high school diploma or equivalent, while approximately 1.5 million were enrolled in a WIOA Title II adult education programs in program year 2014–15. Based on MPI tabulation of data from Margie McHugh and Madeleine Morawski, “Immigrants and WIOA Services: Comparison of Sociodemographic Characteristics of Native and Foreign-Born Adults in the United States” (fact sheet, MPI, Washington, DC, December 2015), [www.migrationpolicy.org/research/immigrants-and-wioa-services-comparison-sociodemographic-characteristics-native-and-foreign](http://www.migrationpolicy.org/research/immigrants-and-wioa-services-comparison-sociodemographic-characteristics-native-and-foreign); U.S. Department of Education, Office of Career, Technical, and Adult Education, National Reporting System, “State Enrollment by Program Type (ABE, ESL, ASE),” program year 2014-2015, region: all states, accessed October 24, 2016, <https://wdcrobcolp01.ed.gov/CFAPPS/OVAE/NRS/reports/>.



- 2) ***With the linguistic and cultural competence of workers a core strength of effective programs, and difficulties in maintaining and building a workforce with these skills evident, efforts to widen the pipeline for such workers should be expanded.***
  - Field stakeholders can seek to leverage the current emphasis on career pathway models in the education and training arenas to expand integrated pathway programs for immigrants and refugees who have an interest in working in early childhood and other two-generation programs. These programs could provide adult education and English classes tailored to include concepts and content required for formal degrees and certificates, along with wraparound services to support participants' retention and advancement. Such programs could both expand the pool of workers with the linguistic skills and cultural competencies essential to the success of many two-generation programs, while also helping scale an instructional design that can assist immigrants in obtaining credentials needed to work in other occupations.
- 3) ***The federal Administration for Children and Families (ACF) should more actively assure equitable access for LEP parents and families—particularly speakers of low-incidence languages—to the two-generation programs it supports.***
  - Given the super-diverse contexts in which they operate, many local programs face logistical challenges and high costs in offering the scope of interpretation and translation services needed to provide all parents equal access to spoken and written program communications. Regional coordination and provision of language access resources can reduce costs for these services and provide critically needed improvements in programs' linguistic and cultural competence. HHS' regional offices, for example, could pool demand and lower unit costs for these services under master contracts, and/or by directly provide trainings, translated materials, and interpretation services in low-incidence languages so that programs are able to equitably serve the diverse range of families that are targets of two-generation programs.
- 4) ***Two-generation approaches with flexible service structures enable local programs and communities to tailor services to the needs of immigrant and refugee families, whose challenges are often multifaceted and require intensive and/or tailored services.***
  - Promise Neighborhoods appears to be among the most responsive of two-generation approaches in leveraging existing community resources, identifying gaps, and responding in a comprehensive fashion to community needs. The Community Schools model also provides a non-prescriptive approach that appears able to more effectively and efficiently meet changing community needs and contexts in areas where immigrant and refugee families with young children have settled. Lessons from further research on Promise Neighborhoods and Community Schools programs that effectively serve immigrant and refugee families with young children could prove particularly useful as these models seek to expand into new locales and to the two-generation field more generally.
- 5) ***Improved collection, analysis, and use of data relevant to the presence, needs, and outcomes of immigrant and refugee children and families is needed in order to provide them more equitable access to high-quality, two-generation services and to ensure that service funding designs take their needs into account.***
  - The capture and use of detailed client data by ECEC and two-generation programs—including the DLL status of children as well as key parent characteristics, such as their home languages and English language and literacy levels—are needed to enable analysis of equity in access, service relevance and performance accountability designs, and potential additional resource needs of programs assisting individuals with multiple challenges. The Maternal, Infant, and Early Childhood Home Visiting (MIECHV) program, for example, does not collect data identifying foreign-born and LEP participants; these data could help reveal critical gaps in service access for these groups and, in combination with other program information, point to the presence or absence of effective service designs such as provision of service navigation supports to meet specific needs of immigrant and/or LEP individuals.



- Relatedly, the differential costs that parent-focused programs report in meeting the educational and other service needs of low-educated, LEP parents of young children as compared to those who are better prepared to access postsecondary and workforce training opportunities should be analyzed in order to make concrete any disadvantage these programs may face in competing under service request for proposals (RFPs) whose unit costs or performance measures do not take account of the diversity of these populations and the nature of their needs. For instance, programs could report on the number of LEP and foreign-born parents being served, core staff members capable of communicating with them in a language they understand (or other provisions made to provide equitable access to spoken and written communications), and elements of service designs adapted to meet specific needs of these individuals.
- The use of appropriate assessments of DLL children’s first and second language skills also continues to lag, as does inclusion of meaningful measures of program quality for DLL children and their families in state Quality Rating Improvement Systems. Targeted efforts to raise quality rating standards as they relate to the needs of DLL children and their parents could help spur the adoption of more effective two-generation program designs.

## VII. Conclusion

With immigrants and refugees composing a disproportionate share of low-income U.S. families with young children, addressing the specific needs of foreign-born parents and their children is a central concern of two-generation service providers. The programs included in this study and others providing high-quality services to immigrant and refugee families show that two-generation approaches can have enormously positive impacts on the integration trajectories of these families. At the same time, this report identifies a variety of constraints to the scaling of such programs and the particularly serious challenges that beset the well-traveled “on-ramp” service for many immigrant parents—basic English, literacy, and parenting classes.

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*Two-generation approaches can have enormously positive impacts on the integration trajectories of these families.*

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The versatile and responsive approaches explored in this report demonstrate how a range of major programs can be smartly tailored to meet the two-generation needs of low-income families with foreign-born parents. They also provide policymakers and community stakeholders seeking to expand and strengthen two-generation services with important lessons about the unique nature of immigrant families’ needs and the length of time needed to address them. Continued interest at all levels of government in acting early to prevent gaps in children’s outcomes offers a timely opportunity: the lessons offered in this report point the way toward ensuring that immigrant and refugee families have equitable access to services that seek to break family poverty cycles and foster the academic success and overall well-being of the next generation.



## Appendices

### Appendix I. Descriptions of Major Federal Programs Supporting Two-Generation Approaches

#### U.S. Department of Health and Human Services (HHS)

- Head Start and Early Head Start work to foster school readiness for children in low-income families. Head Start, launched in 1965 under President Lyndon Johnson’s War on Poverty, was the first national program to use a two-generation approach, combining early learning and health services for children ages 3 to 5 with services to support parents’ efforts to improve their family’s well-being and engage in their children’s early development. Early Head Start was created in 1994 to deliver early child development services in the home and in centers to pregnant women and children under 3 years of age. In the 2014-15 program year, the two programs served 1.1 million children and pregnant women nationally.
- The Child Care Development Block Grant (CCDBG) was created in 1990 to assist low-income families with paying for child care by providing vouchers to families or awarding grants or contracts to child-care providers. A portion of funding is used to strengthen the quality of child care and other related services offered to parents. States are required to match federal funds at the same level as their Medicaid match rate. Recently reauthorized in 2014, the *CCDBG Act* aims to increase the quality of child care and thus school readiness, and to provide more consistent support to parents during temporary changes in their pay or their work or education schedules. In fiscal year (FY) 2016, \$2.76 billion in federal funds were appropriated for CCDBG.
- Temporary Assistance for Needy Families (TANF), the country’s major income support program, aims to help families in need become self-sufficient. States administer TANF programs, receiving block grants from the federal government for which they must provide a partial funding match. TANF agencies and their contractors can use TANF funds to support two-generation service approaches, encompassing for example, child care, adult education, workforce training, and/or job placement activities. HHS’ Administration for Children and Families (ACF) recently encouraged state TANF programs to strengthen two-generation approaches, by spending a larger share of their funding on workforce development and child care and increasing linkages between funded adult and child services, to improve families’ economic security. The federal TANF block grant, which provides the majority of TANF funding to states, has received an appropriation of \$16.5 billion per year since 1996.
- The Maternal, Infant, and Early Childhood Home Visiting Program (MIECHV) was created by Congress in 2010 to improve two-generation outcomes for at-risk pregnant women and parents with children up to 5 years of age. MIECHV provides funding to states, territories, and tribal entities to carry out evidence-based home-visiting programs aimed at preventing child abuse, promoting parenting skills, and facilitating child development and readiness for school. States apply to receive federal funds, which supplement, not supplant, state home-visiting funds. Models of service delivery vary, though grantees generally implement one of 17 evidence-based models. Two models supported through MIECHV—Home Instruction for Parents of Pre-School Youngsters (HIPPY) and the Parent Child Home Program (PCHP), were explored in greater depth for this report. Federal grantees are mandated to improve maternal and child health, school readiness, and coordination of community supports, among other outcomes. In FY 2015, state home-visiting programs served an estimated 145,500 children and parents.



## U.S. Department of Education (ED)

- Also with roots in the War on Poverty, federal legislation supporting adult basic education was first passed by Congress in 1964. The *Adult Education and Family Literacy Act* (AEFLA), reauthorized most recently as part of the 2014 *Workforce Innovation and Opportunity Act* (WIOA), provides support for adult basic education (through the 8th grade level), adult secondary education (9th through 12th grade levels), and English Acquisition (formerly referred to in the law as English as a Second Language, ESL). Family Literacy programs, which constitute an allowable activity under the law, aim to improve the literacy skills of both parents and their children, and thus more generally support both generations in improving their life outcomes. The federal government provides AEFLA funding to states via a formula based on the number of a state's adults who lack a high school diploma or equivalent. In FY 2015, nearly \$569 million in federal adult education funds were provided to states.
- The U.S. Department of Education previously supported parent engagement and literacy through the Even Start program, which began in 1988 and is no longer in existence as a federal program. Even Start aimed to increase the literacy skills of parents with low levels of education and engage them as partners in their children's education. The program was particularly successful in attracting low-income Hispanic families, and served parents who were overall more socioeconomically disadvantaged than those served by Head Start. The program had an annual budget of \$250 million at its height; it was defunded by Congress and the President in 2011 as part of a stopgap budget agreement that forced cuts to a number of education programs. The program was destabilized earlier by negative evaluation findings, with some experts asserting that the evaluation design was seriously flawed. While the Obama Administration's elimination of Even Start funding resulted in widespread program closures, some former Even Start programs have continued operating by tapping Family Literacy and other funding sources and are among those explored in this report.
- Launched in 2010, the Promise Neighborhoods initiative works to transform at-risk communities by creating a "continuum of solutions" to address the multiple challenges faced by children and families in distressed neighborhoods. The U.S. Department of Education provides planning and implementation grants through the program to nonprofit organizations, higher education agencies, and Indian tribes. The program design requires an initial needs assessment and segmentation analysis, through which applicants demonstrate a nuanced understanding of child and family needs in their community. Several grantees use a two-generation service approach, which is perhaps not surprising given the program's focus on comprehensive, integrated service solutions and its goal of breaking down siloes that impede service access and effectiveness. Promise Neighborhoods has awarded almost \$300 million thus far to 48 communities through 58 planning and implementation grants.
- The Full Service Community Schools program is predicated on the idea that, because schools are a central gathering point for children and families, services located at or in relation to schools can be more effective in meeting child, family, and community needs. The program offers comprehensive educational, social, and health services for students and seeks to promote family well-being and financial stability by improving parents' access to a range of available services. Since FY 2010, five-year grants have been awarded to 32 consortia projects under the program. In addition to those funded by this federal program, community schools exist in many parts of the United States and may obtain funding from a range of other sources.

**Appendix 2. Characteristics of Two-Generation Programs Included in This Study**

<b>ASPIRE Family Literacy Austin, TX</b>	
<b>Program Characteristics</b>	
Two-generation services	Bilingual, literacy-focused day care Adult education (ESL, GED, computer literacy) Parents and Children Together (PACT) time sessions Monthly home visits using the Parents as Teachers (PAT) model Parenting classes Family literacy Parent volunteers in children’s classrooms
Main funding streams	City of Austin United Way of Austin Austin Community College Travis County Private foundations
Eligibility requirements	Families must earn 185 percent of the federal poverty level or less
Program duration/time limits	No specified program duration
Languages spoken	Spanish and English
Partners	Local school districts Early Intervention of Austin Austin Community College Local resourced and outreach programs as needed for clients
<b>Client Characteristics</b>	
Number of clients served annually	More than 240 clients served annually
Client demographics	High concentration of Mexican and Central American families Recent increase in Afghan and Nepalese refugee families On average, parents had a 7 <sup>th</sup> grade education upon enrollment Families earn 185 percent of federal poverty level or less Two-parent households constitute majority of client population



<b>AVANCE HQ in San Antonio, TX</b>	
<b>Program Characteristics</b>	
Two-generation services	<p>Adult education (ESL, GED, computer literacy)</p> <p>Case management</p> <p>Early childhood education</p> <p>Home visits</p> <p>Job training and workforce development</p> <p>Parent-Child Education Program: English-Spanish bilingual parenting classes, toy making lessons, and community education speakers</p>
Main funding streams	Varies by site (federal funding sources include Early Head Start, EHS-Child Care Partnership, Head Start, Responsible Fatherhood and Healthy Marriage)
Eligibility requirements	Families must have a child under age 4 or be expecting a child
Program duration/time limits	<p>Most programs operate during the school year (September through May):</p> <ul style="list-style-type: none"> <li>▪ Parent-Child Education Program and Head Start lasts the entire 9 months</li> <li>▪ Fathers in Action/Padres Activos and Strong Families/Strong Communities (Healthy Marriage program) lasts 8 and 7 weeks, respectively, with subsequent ongoing case management and employment assistance</li> <li>▪ Job training and adult education services occur in sessions throughout the school year</li> <li>▪ Early Head Start and EHS-Child Care Partnership is year round</li> </ul>
Languages spoken	Predominately Spanish and English
Partners	Each program site has its own partnerships with local institutions and organizations
<b>Client Characteristics</b>	
Number of clients served annually	17,330 clients served in fiscal year 2015-16
Client demographics	<p>The program has traditionally served Latino groups, with a large representation of Mexican families, and expanded into African American communities in 1994</p> <p>The client population is becoming increasingly diverse, with recent outcroppings of refugee families from sub-Saharan African and Middle Eastern backgrounds being served</p> <p>Central American indigenous populations are also served</p>



<b>Briya Public Charter School Washington, DC</b>	
<b>Program Characteristics</b>	
Two-generation services	Adult education (ESL, GED, computer literacy) Early childhood education Family literacy Job training and workforce development (Child Development Associate [CDA] and Registered Medical Assistant [RMA] credentials) (PACT time sessions Peer events and support groups Wraparound services
Main funding streams	District of Columbia Public Charter School Board Uniform per Student Funding Formula (USPFF) Grants including Office of the State Superintendent of Education's Community Schools Incentive Initiative and Scholarships for Opportunity and Results Act Grants Private foundations
Eligibility requirements	Residency in Washington, DC Program serves families facing significant obstacles to educational and economic success, including poverty, low literacy, limited education, language barriers, geographic isolation, and homelessness
Program duration/time limits	No specified program duration
Languages spoken	Spanish and English; staff and students assist children and parents who do not speak English or Spanish
Partners	DC Public Charter School Board National Center for Families Learning National Council of La Raza Sitar Center for the Arts Toyota Continuing Partners
<b>Client Characteristics</b>	
Number of clients served annually	More than 500
Client demographics	Two-parent households constitute the majority of client population 97 percent of families live in poverty Client population is ethnically diverse and includes a large Latino population and substantial Amharic-, French-, or Bengali-speaking populations



Chula Vista Promise Neighborhood Chula Vista, CA	
Program Characteristics	
Two-generation services	Adult education (ESL, computer literacy) Early childhood education Job training and workforce development “Learn with Me” Preschool and kindergarten readiness Service learning activities Wraparound services
Main funding streams	Promise Neighborhoods
Eligibility requirements	Families must reside in the Castle Park Neighborhood of Chula Vista, California
Program duration/time limits	No specified program duration
Languages spoken	Spanish and English
Partners	A Reason to Survive (ARTS) Barrio Collage Institute Chula Vista Community Collaborative Chula Vista Elementary School District Chula Vista Police Department City of Chula Vista County of San Diego, Health and Human Services Agency Family health centers First 5 Commission Manpower San Diego Association of Governments (SANDAG) San Diego Futures Foundation Scripps Medical Center Chula Vista Sharp Chula Vista Medical Center South Bay Community Services South Bay YMCA Southwestern Community College Sweetwater School District United Way of San Diego University of California San Diego Wells Fargo Bank
Client Characteristics	
Number of clients served annually	118 parents served in fiscal year 2013-14
Client demographics	Two-parent households constitute majority of client population 14.7 percent of families make 200 percent of the federal poverty level 30 percent of adults have graduated high school Program predominately serves Latino families



<b>Community Action Project (CAP) Tulsa Tulsa, OK</b>	
<b>Program Characteristics</b>	
Two-generation services	Adult education (ESL) Early childhood education Family literacy Home visits (Parents as Teachers [PAT] model)
Main funding streams	Administration for Children and Families Community Services Block Grant George Kaiser Family Foundation Head Start Oklahoma State Department of Education Oklahoma State Department of Health United Way of Tulsa
Eligibility requirements	Family income may not exceed 185 percent of the federal poverty level
Program duration/time limits	No specified program duration
Languages spoken	Spanish and English
<b>Partners</b>	Family and Children's Services George Kaiser Family Foundation Growing Together Tulsa Oklahoma Policy Institute Oklahoma State University Center for Health Sciences (OSUCHS) Oklahoma University Early Childhood Education Institute Sand Springs Public Schools Schusterman Family Foundation Tulsa Community WorkAdvance Tulsa Public Schools Union Public Schools
<b>Client Characteristics</b>	
Number of clients served annually	The childcare sites serve around 2,300 children and 1,900 families in total
Client demographics	The ESL program is comprised primarily of nonworking mothers (98 percent) The majority of ESL participants (84 percent) are Latino, predominately of Mexican origin Burmese groups make up remainder of the population (16 percent)



Dorcas International Institute of Rhode Island Providence, RI	
Program Characteristics	
Two-generation services	Adult education (ESL, GED) Before and after school and summer programming Early childhood education Family literacy PACT time sessions Parenting classes Service learning activities
Main funding streams	Child Opportunity Zone Providence Public School District Refugee School Impact Program Toyota Family Literacy Program United Way
Eligibility requirements	No specified eligibility requirements
Program duration/time limits	No specified program duration
Languages spoken	Spanish and English Refugee program staff speak eight different languages Interpreters are used as needed
Partners	Brown University Family Service of Rhode Island Providence Public Schools YMCA of Greater Providence
Client Characteristics	
Number of clients served annually	Not reported
Client demographics	Two-parent households constitute majority of client population Most families are from the Dominican Republic, Honduras, and Guatemala; recent refugee populations include Syrians, Congolese, and Somalis



<b>Educational Alliance New York, NY</b>	
<b>Program Characteristics</b>	
Two-generation services	Adult education (college preparation and persistence, ESL, financial literacy, GED) Daddy and Me activities Early childhood education Family literacy Job training and workforce development PACT time sessions Parenting classes Peer events and support groups Wraparound services (family advocates, child care, attendance incentives, mental health screenings)
Main funding streams	Annie E. Casey Foundation Head Start Individual philanthropic donors Lower Manhattan Development Corporation National Center for Families Learning New York City Administration for Children's Services-Early Learn New York City Department of Education-UPK New York State Education Department's Literacy Zone Initiative New York State Office of Alcoholism and Substance Abuse Services
Eligibility requirements	Families must have a child enrolled in their early childhood education program
Program duration/time limits	No specified program duration
Languages spoken	Staff members speak 19 different languages and translate as needed The program secures translators or interpreters for speakers of low incidence languages through a partnership with a translation firm
Partners	City University of New York's Borough of Manhattan Community College New York University's Steinhardt School of Culture, Education, and Human Development
<b>Client Characteristics</b>	
Number of clients served annually	330
Client demographics	Immigrant families constitute approximately 60 percent of the program's participants Program participants are largely Chinese and Latino of various nationalities in the ESL program The program also serves a sizeable Arabic-speaking population Participants in the college preparation program are mostly native English speakers



<b>Leake and Watts Services, Inc.: Parent Child Home Program Bronx, NY</b>	
<b>Program Characteristics</b>	
Two-generation services	Home visits (biweekly visits for 92 visits total over a two-year period; curriculum uses books and educational toys) Referrals to education and social services
Main funding streams	Private foundations and individuals Matching funds from New York State Office of Children and Family Services
Eligibility requirements	Program serves low-income families living in the Bronx with children ages 18 to 33 months
Program duration/time limits	Program consists of two cycles of home visits (half-hour each, twice a week) over two years, for a maximum of 92 home visits
Languages spoken	English and Spanish
Partners	Nurse Family Partnership Aguila, Inc. Montefiore Healthy Steps Local WIC offices Local New York Public Library branch
<b>Client Characteristics</b>	
Number of clients served annually	81 children served in the 2015-16 program year
Client demographics	78 percent of children spoke a language other than English as their first language 68 percent of children spoke Spanish as their first language 65 percent of parents were born outside of the United States



<b>Miami-Dade County Public Schools: Home Instruction for Parents of Preschool Youngsters (HIPPY)</b> <b>Miami-Dade County, FL</b>	
<b>Program Characteristics</b>	
Two-generation services	Adult education (Child Development Associate [CDA] Credentialing) Home visits (30-week curriculum with biweekly visits using program books and educational materials) Job training and workforce development
Main funding streams	State of Florida Early Childhood Grant (through University of South Florida)
Eligibility requirements	Families must be eligible for Temporary Assistance for Needy Families (TANF)
Program duration/time limits	Up to 3 years, up to 30 weeks per year
Languages spoken	English and Spanish
Partners	Miami-Dade College Planned Parenthood Robert Morgan Technical Center Head Start Equal Rights for All
<b>Client Characteristics</b>	
Number of clients served annually	60 students
Client demographics	At least 95 percent of clients speak a language other than English



<b>Oakland Unified School District (OUSD), Oakland, CA</b>	
<b>Program Characteristics</b>	
Two-generation services	Family literacy Parenting classes Adult education (ESL, GED) PACT time sessions Family engagement Referrals to wraparound support services
Main funding streams	Adult Education Block Grant
Eligibility requirements	18 years and older, priority for families with a child attending a school within the Oakland Unified School District
Program duration/time limits	September-June, 10 hours per week
Languages spoken	English
Partners	East Bay Asian Youth Center Lao Family Community Development Northern Alameda Consortium for Adult Education (Peralta Community Colleges; Berkeley, Alameda, and Piedmont Adult Schools) Oakland Workforce Development Board OUSD Community Schools/Engagement OUSD K-12 Schools OUSD Refugee and Asylee Program Refugee Transitions
<b>Client Characteristics</b>	
Number of clients served annually	309 families served during fiscal year 2014-15
Client demographics	47 languages are spoken in student's homes, with 33.5 percent of students speaking Spanish at home Cantonese is spoken by 5.2 percent of students in the district



Parents in Community Action (PICA) Head Start Minneapolis-St. Paul, MN	
Program Characteristics	
Two-generation services	Early childhood education Intermittent home visits Adult education (ESL, GED) Workforce development (Child Development Associate [CDA] credential) PACT time Wraparound support services
Main funding streams	Early Head Start Head Start State of Minnesota Hennepin County U.S. Department of Agriculture United Way Other non-profit organizations and contributions
Eligibility requirements	Families must meet Federal Poverty Guidelines and have a child ages 6 weeks to 5 years, a child with special needs and an Individual Education Plan, or a foster child with high risk factors Pregnant mothers and parents with disabilities or possessing disabling conditions are also eligible
Program duration/time limits	No specified program duration
Languages spoken	English, Hmong, Oromo, Somali, Spanish
Partners	La Crèche Early Childhood Centers, Inc. Minnesota Literacy Council Weber Shandwick Portland Village Children's Theatre Company Breck High School Science Museum of Minnesota Inner City Tennis Children's Dental Services Minnesota State Horticultural Society University of Minnesota
Client Characteristics	
Number of clients served annually	More than 2,900 children and families served in fiscal year 2014-15
Client demographics	75 percent of client population are immigrants or refugees Somali, Mexican, Central American, Hmong, Vietnamese, Oromo, and West African (particularly Liberian) families constitute the majority of the client population

*Note:* ESL = English as Second Language; GED = General Educational Development; PACT = Parents and Children Together.

*Source:* Authors' field research.



### **Appendix 3. Additional Interviewees**

**Martin J. Blank**, President, Institute for Educational Leadership and Director, Coalition for Community Schools

**Robert Carey**, Director, Office of Refugee Resettlement, Administration for Children and Families, U.S. Department of Health and Human Services

**Elise Chor**, Postdoctoral Fellow, Institute for Policy Research, Northwestern University

**Carol Clymer**, Co-Director, Goodling Institute for Research in Family Literacy, Penn State College of Education

**Yolie Flores**, Senior Fellow, Annie E. Casey Foundation

**Mark Greenberg**, Acting Assistant Secretary, Administration for Children and Families, U.S. Department of Health and Human Services

**Donna Kirkwood**, National Program Director, Home Instruction for Parents of Preschool Youngsters (HIPPY)

**Jane Quinn**, Vice President and Director of National Center for Community Schools, the Children's Aid Society

**Paula Sammons**, Program Officer, W. K. Kellogg Foundation

**Teresa Eckrich Sommer**, Research Associate Professor, Institute for Policy Research, Northwestern University

**Blaire Willson Toso**, Associate Director, Goodling Institute for Research in Family Literacy, Penn State College of Education

**Kenneth Tota**, Deputy Director, Office of Refugee Resettlement, Administration for Children and Families, U.S. Department of Health and Human Services

**Johan E. Uvin**, Acting Assistant Secretary for Career, Technical, and Adult Education, Office of Career, Technical, and Adult Education, U.S. Department of Education

**Sarah E. Walzer**, Chief Executive Officer, the Parent-Child Home Program

**David Willis**, Director, Division of Home Visiting and Early Childhood Systems, Health Resources and Services Administration, U.S. Department of Health and Human Services

**Cesar Zuniga**, Research Director, the Parent-Child Home Program



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The Migration Policy Institute is a nonprofit, nonpartisan think tank dedicated to the study of the movement of people worldwide. MPI provides analysis, development, and evaluation of migration and refugee policies at the local, national, and international levels. It aims to meet the rising demand for pragmatic and thoughtful responses to the challenges and opportunities that large-scale migration, whether voluntary or forced, presents to communities and institutions in an increasingly integrated world.

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