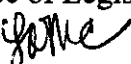


MEMORANDUM

April 19, 2019

TO: County Council

FROM: Natalia Carrizosa, Legislative Analyst, Office of Legislative Oversight
Linda McMillan, Senior Legislative Analyst 

SUBJECT: **The Two Generation Approach to Poverty in Immigrant Communities**

PURPOSE: Presentations and Discussion

Attendees for this session:

Gina Adams, Senior Fellow, Urban Institute
Margie McHugh, Director of the Migration Policy Institute's National Center on Immigrant Integration Policy
Monica Martin, Department of Health and Human Services, Acting Administrator for Child/Adolescent School & Community Based Services
Kylie McCleaf, Chief Executive Officer, Family Services, Inc.
Meredith Myers, Division Director, Early Childhood and Family Transition Services, Family Services, Inc.

1. OLO Report, Two-Generation Approach to Poverty in Immigrant Communities

In December 2018, the Office of Legislative Oversight (OLO) released Memorandum Report 2018-13, The Two-Generation Approach to Poverty in Immigrant Communities. The report examines two-generation programs in general and the specific components of early childhood education, adult education, and workforce development. The report provides demographic information on low-income immigrant households in Montgomery County and discusses how two-generation approaches to lifting people out of poverty can be successful. OLO reports (©6) that in Montgomery County, nearly three-quarters of children living in families that earn under 200% of the Federal Poverty Level (\$49,162 for a household of four in 2016) have at least one parent that is foreign-born, and nearly all of that group are living in

families with no parent born in the United States. A copy of the OLO report is attached at © 1-17.

OLO found that several programs in Montgomery County have elements of a two-generation approach. While many serve immigrant families, OLO notes that further study would be needed to assess the alignment with best practices and evaluate their effectiveness in reaching immigrant communities and meeting their needs. The list (© 3-4) is not exhaustive but includes:

- Linkages to Learning
- Neighborhood Opportunity Network
- Kennedy and Watkins Mill Cluster Projects
- Family Involvement Center
- Early Head Start
- Judy Centers
- Family Discovery Center
- Thriving Germantown
- Creating Healthy Bonds
- Latino Youth Wellness Program
- Young Adult Opportunity Program

OLO met with a stakeholders group which provided their observations on the challenges faced by low-income immigrant families. This is included at © 6-7 and include things such as fear of immigration-related consequences when accessing government services, language barriers and lack of familiarity with government process in the United States, having urgent needs that must be met before accessing workforce development or other self-sufficiency programs, and the need for adult education and workforce development programs that are designed to address their unique issues, such as lack of literacy in their own language as well as in English.

OLO looked at strategies and programs in other jurisdictions (© 10-12). A key resource was the Migration Policy Institute and reports authored by Ms. McHugh, who the Council will hear from at this session, and her colleagues.

2. Urban Institute – Gina Adams

Gina Adams, a senior fellow in the Center on Labor, Human Services, and Population at the Urban Institute, is a national expert on factors that shape the affordability, quality, and supply of child care/early education services, and the ability of low-income families to benefit from them. Since the mid-1980s, she has worked on a range of child care and early education programs, including child care subsidies, Head Start/Early Head Start, state pre-kindergarten, two-generation models, instability and children's well-being, and quality initiatives. She is co-director of Urban's Kids in Context Initiative that is cutting across disciplines to understand families, communities, and the public systems that influence kids' well-being and success.

Ms. Adams will share her research on the need to provide quality child care to families that work non-traditional hours, which is particularly important for low-income families and an

important component of a two-generation approach. Attached as background is her October 2018 brief, “Insights on Access to Quality Child Care for Families with Nontraditional Work Schedules” (© 18-26) which discusses the needs of low-income families for extended hours and the different implications for family-based and center-based child care. The paper notes (© 19):

- Working outside daytime hours is common in today’s labor market, especially in low-income jobs. Over half of the 4.77 million low-income children under the age of 6 with working parents are in households where all principal caretakers work some hours before 8:00 a.m. or after 6:00 p.m.
- Variable and unpredictable work hours are also common in today’s low-wage market.
- Parent with nontraditional work schedules disproportionately use home-based providers, especially family, friend, and neighbor caregivers or rely on multiple arrangements to meet their needs.

Also attached is the Executive Summary for Urban’s “Bridging the Gap” effort (© 26a-34). This effort examines the intersection of child care needs and workforce development. The paper notes (© 30) the workforce development and childcare systems have shared goals and serve overlapping populations but that low-income parents who need child care to participate in education and training are not a priority of either system.

3. Migration Policy Institute – Margie McHugh

Margie McHugh is Director of the Migration Policy Institute’s National Center on Immigrant Integration Policy. The Center is a national hub for leaders in government, community affairs, business and academia to obtain the insights and knowledge they need to respond to the challenges and opportunities that today’s high rates of immigration pose for communities across the United States. It provides in-depth research, policy analysis, technical assistance, training and information resource services on a broad range of immigrant integration issues. Ms. McHugh’s work focuses on education quality and access issues for immigrants and their children from early childhood through K-12 and adult, post-secondary and workforce skills programs. She also leads the Center’s work seeking a more coordinated federal response to immigrant integration needs and impacts, and more workable systems for recognition of the education and work experience immigrants bring with them to the United States. Prior to joining MPI, Ms. McHugh served for 15 years as Executive Director of The New York Immigration Coalition, an umbrella organization for over 150 groups in New York that uses research, policy development, and community mobilization efforts to achieve landmark integration policy and program initiatives.

Ms. McHugh will share her research on best practices for two-generation strategies and barriers faced by low-income immigrant and refugee families. She will also discuss the Workforce Innovation and Opportunity Act (WIOA) and how its provisions impact the ability to provide programming for low-income immigrant families by, for example, not valuing outcomes for achievements in areas like parent focused literacy programs.

As background, attached at © 35-41 is the Executive Summary from the report, “Serving Immigrant Families through Two-Generation Programs.” It notes the great potential for two-generation strategies. The report studied eleven programs that successfully serve immigrant and refugee families.

The report says that more than half of foreign-born parents were classified as Limited English Proficient (LEP) and that immigrant parents were also five times more likely than native born parents to be without a high school diploma or equivalent (30% vs. 6%). Focusing on low-income immigrant parents of young children (up to 8 years old), 71% were LEP and 47% were without a high school diploma.

The report notes the following as factors for success (© 38-39):

- Employing a diverse, culturally and linguistically competent workforce reflective of the community being served.
- Building the social capital of immigrant families and connecting them to a wide range of local supports.
- Utilizing holistic needs assessment and case management approaches.
- Data-driven planning.
- “Grow-you-own” initiatives that identify and train outstanding program alumni.

Also attached at © 42-45 is a MPI Fact Sheet, “Sociodemographic Portrait of Immigrant and U.S.-Born Parents of Young Children in Maryland.”

4. Montgomery Coalition for Adult English Literacy (MCAEL)

Ms. Martin, of the Department of Health and Human Services, will provide comments on behalf of MCAEL on its role in assisting immigrant families with English literacy and its partnerships with other programs that have a two-generation approach. Information from MCAEL is attached at © 46-49. MCAEL Executive Director Kathy Stevens, who is not able to attend this session, has noted that the larger MCAEL grantees report that the percent of adults with young children range from 33% to 75% of their participants. The information says that, while there is not longitudinal data, they often hear success stories, such as the worker at a fast-food restaurant that was promoted to manager.

5. Family Services, Inc.

Ms. McCleaf and Ms. Myers will provide comments on three of Family Services’ programs that have two-generation components, Early Head Start, the Family Discovery Center, and Linkages to Learning. As background, attached at © 50 is information on the Family Discovery Center and at © 51-55 the 2017 (program year) report for Early Head Start. The early Head Start report says that 87% of families listed Spanish as the primary language spoken, that indicators for school readiness are high (with literacy the lowest), and family engagement is a key component of the program.

OLO Memorandum Report 2018-13

December 11, 2018

To: County Council

From: Natalia Carrizosa, Legislative Analyst
Office of Legislative Oversight

Subject: The Two-Generation Approach to Poverty in Immigrant Communities

The two-generation approach to poverty is a model for addressing intergenerational poverty, which refers to poverty passed on from one generation to the next. The two-generation approach incorporates programmatic elements for low-income children *and* adults from the same family, rather than serving only one generation. Many modern two-generation programs provide early childhood education for children and workforce development services for their parents. Previously, OLO Memorandum Report 2016-2 examined two-generation programs implemented in other jurisdictions, program success factors, and strategies for implementing a two-generation approach in the County. This memorandum responds to the Council's request to examine how two-generation approaches to poverty can have successful outcomes for low-income immigrant families.

This memorandum has four sections. Section A describes the two-generation approach to poverty. Section B provides demographic data on low-income immigrant communities in Montgomery County and describes challenges they face. Section C examines recommended practices for two-generation programs in general and for two specific program components: early childhood education and adult education/workforce development. Finally, Section D provides recommended discussion questions for the Council. In sum, this report finds:

- The two-generation approach to poverty is an evolving model that has shown promise, but it is not yet known whether it is the most cost-effective strategy for combating intergenerational poverty;
- Nearly three-quarters of children in low-income families in Montgomery County have a foreign-born parent, meaning that the target population for two-generation programs in Montgomery County is primarily composed of immigrant families;
- Spanish is the most common language other than English spoken at home by adults living in poverty in the County, but nearly a third of adults living in poverty speak languages other than English and Spanish;
- Low-income immigrants in Montgomery County face numerous barriers to accessing government programs, including a growing and significant fear of deportation and other immigration-related consequences, along with language and cultural barriers that can obscure the need for services;
- Many low-income immigrant families face numerous challenges, including lack of access to health care, insecure and substandard housing conditions, and histories of trauma and family separation;
- Diverse and culturally and linguistically competent staff is a key success factor for two-generation programs that serve immigrant families;
- Two-generation programs must employ a wide range of tools to address barriers and challenges faced by low-income immigrant families, including providing comprehensive case management and offering "place-based" services that are provided in the communities they serve;
- Low-income immigrant families face barriers to accessing and participating in early childhood education programs, and two-generation programs must ensure that early childhood education components are accessible to immigrant families and linguistically competent; and
- Two-generation programs that serve immigrant families often include adult education and English language learning components, which can be incorporated into workforce development activities.

The Two-Generation Approach to Poverty in Immigrant Communities

A. Background on the Two-Generation Approach to Poverty

Poverty during childhood, particularly early childhood, can lead to poor outcomes later in life, including lower academic achievement and attainment as well as behavioral and health problems that can subsequently lead to intergenerational poverty.¹ Some early childhood education programs have shown great promise in helping disadvantaged children succeed in school and beyond. However, concerns exist that programs that focus exclusively on serving low-income children without serving their families will not alone be able to overcome intergenerational poverty, because research shows that children's home environments and the nature of the parenting they receive play a critical role in their ability to succeed.² The two-generation approach to poverty responds to these concerns by providing services for low-income children and adults from the same family.

OLO Memorandum Report 2016-2 found that modern two-generation programs combine early childhood education with sectoral training initiatives aimed at helping adults secure employment in specific industries. While past two-generation programs often emphasized either child-focused or adult-focused services, researchers suggest that modern programs should offer a similar level and quality of services for both generations.³

The two-generation approach to poverty has evolved over time, and modern two-generation programs are still in their infancy. As a result, it is not yet possible to determine whether this approach represents the most cost-effective strategy for combating intergenerational poverty. One researcher notes:

In a large number of low-income families, the adults and children alike have needs, and programs that cater to both sets of needs—by investing in parents' education and skills at the same time as they invest in children's development—would go a long way toward reducing intergenerational inequality and promoting child development. There is not enough research evidence, however, to say whether two-generation education programs, narrowly defined as those with programmatic elements for both generations, are the most cost effective and efficient way to lower intergenerational inequality.⁴

Two-Generation Programs in Montgomery County. Several programs in Montgomery County use elements of the two-generation approach to poverty by serving families including children, their parents and other caregivers. The table on the following two pages summarizes programs described to OLO by Executive Branch staff and other stakeholders. The programs listed in the table serve populations with large shares of immigrant families, and they vary in the types and intensity of services they provide. The table is not intended to be an exhaustive list of all programs in the County that serve families. Further study would be required to assess their alignment with two-generation best practices and to evaluate their effectiveness in reaching immigrant communities and meeting their needs.

¹ Magnuson, Katherine and Votruba-Drzal, "Enduring Influences of Childhood Poverty," in *Changing Poverty, Changing Policies*, edited by Maria Cancian and Sheldon Danziger, New York: Russell Sage Foundation, 2009.

² Chase-Lansdale, P. Lindsay, and Brooks-Gunn, Jeanne, "Two-Generation programs in the Twenty-First Century," *The Future of Children* 24, no. 1 (2014), pp. 16-20.

³ *Ibid.*, p. 26.

⁴ Kaushal, Neeraj, "Intergenerational Payoffs of Education," *The Future of Children* 24, no. 1 (2014), p. 74.

The Two-Generation Approach to Poverty in Immigrant Communities

Examples of Programs in Montgomery County that Use Elements of the Two-Generation Approach to Poverty

Linkages to Learning	DHHS, Montgomery County Public Schools and Contractors	<ul style="list-style-type: none"> Community-school partnership with integrated focus on health, social services, community engagement and leadership to support student learning, strong families and healthy communities Operates in 23 elementary schools and six middle schools Direct services provided at 3 levels: child/family therapy for un/under-insured students; family case management for families needing self-sufficiency supports; unique programming at each school based on community assets/needs assessments Program structure includes parent leadership Leverages County funding by maximizing utilization of existing resources and services including food banks/distributors, recreation providers, literacy groups, health care providers, tutoring supports; as well as grants, donations and volunteer services from local businesses, foundations, faith-based organizations and others
Neighborhood Opportunity Network	DHHS, Family Services, Inc., Catholic Charities	<ul style="list-style-type: none"> Merges traditional service delivery with neighborhood organizing Provides a trusted space for families to apply for public assistance
Kennedy and Watkins Mill Cluster Projects (Paintbranch/Springbrook Cluster Projects opening in January of 2019)	DHHS, Police Montgomery County Public Schools, Police, State's Attorney, Recreation	<ul style="list-style-type: none"> A multi-agency approach to assist families in crisis and address and ameliorate adverse childhood experiences in order to increase family stability Participating agencies provide services including out of school time programming and the Truancy Prevention Program to improve middle school attendance Participating agencies meet twice a month to coordinate resources to serve families in crisis Currently operates in 16 elementary, middle and high schools and will be expanded to an additional six schools in 2019
Family Involvement Center	DHHS (Infants and Toddlers)	<ul style="list-style-type: none"> Provides a place for families with children up to age three with developmental delays to participate in activities that support early intervention and school readiness Operates on weekdays from 9:30 am to 1:30 pm, and parents attend with their children
Early Head Start	Family Services, Inc., CentroNía, and the Lourie Center	<ul style="list-style-type: none"> Provides comprehensive services including early childhood education, parenting skills, health, mental health, nutrition, and social services support Serves 185 children and their families in Montgomery County Service delivery occurs in home-based and center-based models
Judy Centers	Montgomery County Public Schools	<ul style="list-style-type: none"> Two early childhood and family learning centers at Summit Hall Elementary School (also serves families at Washington Grove Elementary School) and Rolling Terrace Elementary School Provide Literacy Play and Learn sessions for children, service coordination and family support, family literacy and adult education programs, GED scholarships and referrals to full-day early childhood programs Serve families with children from birth to age five

The Two-Generation Approach to Poverty in Immigrant Communities

Family Discovery Center	Family Services, Inc.	<ul style="list-style-type: none"> • Year-round program located in Rockville that serves families with children ages four and under • Program provides transportation and meals for families • Adult-focused services include adult education, employment readiness and parenting classes • Child-focused services include school readiness activities, music and art, family field trips and developmental screenings
Thriving Germantown	Family Services, Inc.	<ul style="list-style-type: none"> • Serves families at Daly Elementary School • Provides care coordination, service referrals, and home visits by a bilingual Family Service Coordinator • Provides English as a Second Language classes for parents
Creating Healthy Bonds	Family Services, Inc.	<ul style="list-style-type: none"> • Provides supportive services for families impacted by incarceration • Specific services include individual and family counseling services for youth ages 5-18, recreational activities for children and caregivers, case management and support groups for caregivers, and parenting education and support groups for female inmates at the Montgomery County Correctional Facility
Latino Youth Wellness Program	Latino Health Initiative and Identity, Inc.	<ul style="list-style-type: none"> • Family-centered model focusing on protective factors that provides assessments of youths' health and wellness needs, health education, case management, parenting skills, leadership training and education to parents on how to navigate the school system • Serves middle school youth and their families facing multiple and complex challenges
Young Adult Opportunity Program	WorkSource Montgomery	<ul style="list-style-type: none"> • Provides workforce development and case management services for youth aged 16-24 that are not in school, including youth who are pregnant or parenting • Includes a five-day job readiness training, resume building, mock interviews, apprenticeship opportunities, parenting classes, and referrals for child care subsidies, but does not provide direct services for children

Sources: OLO interviews with staff from DHHS, Family Services, Inc., and WorkSource Montgomery

B. Immigrant Families in Montgomery County

Three-quarters of children in low-income families in Montgomery County, the targeted population for two-generation programs, have foreign-born parents. Moreover, stakeholders that serve immigrant families living in poverty in Montgomery County identify several unique challenges faced by these families that should inform the design and implementation of any two-generation program in Montgomery County.

This section summarizes demographic data on immigrants in Montgomery County and describes stakeholder observations on the barriers low-income immigrant families face in accessing services and escaping poverty. This report focuses on low-income immigrant families, and this section includes information on immigrant families living under the federal poverty threshold (\$24,563 for a family of four in 2016) and those with incomes up to 200% of the federal poverty threshold (\$49,162 for a family of four in 2016). Of note, the Center for

The Two-Generation Approach to Poverty in Immigrant Communities

Women's Welfare at the University of Washington estimates that the minimum income needed to make ends meet without public or private assistance for a family of four in Montgomery County was \$91,252 in 2016.⁵

1. Demographic Data

About one in three people living in Montgomery County, or about 330,000 people, are foreign-born. The foreign-born population is highly diverse and comes from across the globe, as shown in the table below. Approximately 9% of foreign-born residents – or about 30,000 people – live under the federal poverty threshold (\$24,563 for a family of four in 2016). For a further breakdown of the County demographics by place of birth, see the Appendix on ©1-2.

Places of Birth of Foreign-Born Population in Montgomery County, 2012-2016

Total foreign-born	334,697	100%	9%
Latin America	123,164	37%	11%
Asia	122,601	37%	7%
Africa	53,433	16%	*
Europe	31,249	9%	7%
Northern America	3,291	1%	*
Oceania	959	<1%	*

Source: 2012-2016 American Community Survey 5-Year Estimates

* Poverty data are not available for all regions

The diversity of the foreign-born population is further reflected in the languages spoken by Montgomery County residents with incomes below the federal poverty threshold (\$24,563 for a family of four in 2016). Data show that less than half of adults under the federal poverty threshold speak only English at home. About a quarter speak Spanish, and 29% speak languages other than English and Spanish.

Language Spoken at Home By Adults Under the Federal Poverty Threshold in Montgomery County, 2012-2016

Adults under poverty threshold	49,021	100%
Speak only English	22,745	46%
Speak Spanish	11,736	24%
Speak Asian and Pacific Island languages	6,012	12%
Speak other Indo-European languages	5,086	10%
Speak other languages	3,442	7%

Source: 2012-2016 American Community Survey 5-Year Estimates

* Adults that speak a language other than English at home may or may not be proficient in English

⁵ Refers to a family with one preschooler and one school-age child. Pearce, D., "The Self Sufficiency Standard for Maryland 2016," Prepared for the Maryland Community Action Partnership, December 2016. < https://www.montgomerycountymd.gov/HHS-Program/Resources/Files/MD2016_SSS-Print-NoMarks.pdf > accessed December 5, 2018.

The Two-Generation Approach to Poverty in Immigrant Communities

In Montgomery County, nearly three-quarters of children living in families under 200% of the federal poverty threshold (\$49,162 for a family of four in 2016) have at least one parent that is foreign-born, and nearly all of that group are living in families with no parent born in the United States. Thus, a large majority of children in low-income families in Montgomery County, the targeted population for two-generation programs, have foreign-born parents.

Children Below 200% of the Federal Poverty Threshold With Foreign-Born Parents, 2012-2016

All children under 200% of poverty threshold	55,121	100%
Living with at least one foreign-born parent	40,580	74%
No parent born in the United States	38,674	70%
All children between 100% to 199% of poverty threshold	35,224	100%
Living with at least one foreign-born parent	27,887	79%
No parent born in the United States	26,648	76%
All children under 100% of poverty threshold	19,897	100%
Living with at least one foreign-born parent	12,693	64%
No parent born in the United States	12,026	60%

Source: 2012-2016 American Community Survey 5-Year Estimates

2. Stakeholder Observations

OLO met with government and nonprofit stakeholders who work with immigrant communities to better understand the challenges faced by low-income immigrant families in Montgomery County as well as approaches for addressing their unique needs. This section summarizes the feedback OLO heard.

Growing and significant fear of immigration-related consequences prevents many low-income immigrants accessing government services, and stigma against receiving public assistance exists in some communities. Effective programs must build trust within the community. Fear of deportation among immigrant communities has increased substantially in recent years, and as a result, many immigrants avoid interacting with the government or provide false names and contact details when applying for services. While this concern impacts undocumented immigrants most acutely, increasingly many immigrants with legal status fear that accessing government assistance may impact their future immigration applications. In addition, in some immigrant communities receiving public assistance carries a stigma because it is considered to be inconsistent with a strong work ethic. This stigma can also prevent low-income families from accessing services.

Stakeholders reported that programs that serve immigrant communities must build trust in those communities to serve them effectively. One way to increase participation is for the County to partner with nonprofits that have established relationships with the targeted communities. For example, Neighborhood Opportunity Network sites, which operate in partnership with nonprofits and where families can apply for public assistance, serve many undocumented families. Additionally, rather than requiring immigrants to travel to a government facility to receive services, many stakeholders recommend that services be “place-based,” meaning that they are provided within the communities that they aim to serve. For example, stakeholders observed that Linkages to Learning is effective for reaching immigrant communities because services are offered in schools, which form part of families’ daily lives. Stakeholders also recommended limiting the amount of documentation (e.g. proof of income) required to apply for services, particularly for services provided in areas with concentrated poverty.

The Two-Generation Approach to Poverty in Immigrant Communities

Language barriers and the lack of familiarity with government processes in the United States often prevent immigrant families from accessing services. The County Government has made efforts to increase access to services for individuals with limited English proficiency in recent years. However, available resources are limited and primarily in Spanish, addressing the needs of only one subgroup in the immigrant community. Stakeholders observed that bias against immigrants is apparent in the behavior of some County Government and Montgomery County Public Schools staff.

Stakeholders suggest printing materials in more than two languages and increasing efforts to hire bilingual and diverse staff, as well as doing more to promote the values of inclusiveness and racial equity among existing staff. Stakeholders also reported that a high level of demand exists for English language learning opportunities. Furthermore, many immigrants are unfamiliar with government processes in the United States, and therefore find it difficult to navigate government services. Some stakeholders that serve immigrants publish step-by-step process maps to help immigrant families access specific services. OLO also heard that lack of access to transportation presents a significant challenge for many immigrant families.

The lack of participation in programs obscures the high level of need for services in some low-income immigrant communities. Need for services may not be apparent in some communities if families do not participate due to the barriers described above. Stakeholders recommend using demographic data to identify communities to target and working to ensure programs reach those communities, rather than assuming that need does not exist in a given community because of low participation.

Many low-income immigrant families live in substandard housing conditions and cannot access housing assistance. Many immigrants avoid putting their names on leases and instead make informal housing arrangements in substandard conditions, often due to fear of deportation. As a result, these families lack the protections of a written lease, are at risk of negative health impacts, and cannot access certain types of assistance such as emergency financial assistance to prevent eviction. Because their housing is not secure, they are at risk of homelessness and may need to move unexpectedly, potentially impacting their jobs and children's education. Many immigrants are also ineligible for federally-funded housing assistance such as Housing Choice Vouchers due to their immigration status, and struggle to access assistance for working with their landlords.

Low-income immigrant families often have urgent needs that must be addressed before they can benefit from workforce development and other services aimed at developing self-sufficiency. As indicated in the paragraphs above, many low-income immigrant families are living in precarious conditions and face barriers in accessing government services and assistance. Stakeholders also report that health insurance coverage is extremely low in this population, particularly impacting those individuals that require specialized services not offered in primary care settings. In addition, many families have histories of trauma and family separation. Stakeholders report that without addressing families' basic and immediate needs, including ensuring adequate housing, nutrition, health care, and support with managing trauma and family reunification, it is difficult for them to participate effectively in adult education and workforce development programs.

Low-income immigrants face unique issues that must be considered in the design of adult education and workforce development services that target this population. Some stakeholders observed that existing workforce development services in Montgomery County do not serve immigrant populations effectively. Many immigrants living in poverty have low levels of formal education and often lack literacy in their own language in addition to lacking proficiency in English. In addition, immigrants that are undocumented are ineligible to participate in many federally-funded programs and are highly constrained in the types of employment that they can pursue. Current programs offer some services that address these issues, but additional resources are needed for services such as literacy and English language learning opportunities, assistance in obtaining legal status, and entrepreneurship training and other skills that immigrants can use regardless of their legal status.

The Two-Generation Approach to Poverty in Immigrant Communities

C. Research on Serving Immigrant Families Through Two-Generation Programs

Limited research is available on two-generation programs specific to low-income immigrant families. OLO identified one research report by the Migration Policy Institute⁶ that specifically examined best practices for two-generation programs that serve immigrant families. It is summarized in this section. To provide additional recommendations specific to the types of services that form part of two generation programs, this section also presents lessons learned regarding two of the key components of two-generation programs serving immigrant communities – (1) early childhood education and (2) adult education and workforce development.

1. Best Practices for Two-Generation Programs That Serve Immigrant Families

The Migration Policy Institute's report, *Serving Immigrant Families Through Two-Generation Programs: Identifying Family Needs and Responsive Program Approaches*, identifies factors for success based on case studies of the following 11 two-generation programs in the United States that serve populations that include large numbers of immigrant families:

- ASPIRE Family Literacy, Austin, Texas;
- AVANCE, headquartered in San Antonio, Texas with programs in Texas and California;
- Briya Public Charter School, Washington, District of Columbia;
- Chula Vista Promise Neighborhood, Chula Vista, California;
- Community Action Project, Tulsa, Oklahoma;
- Dorcas International Institute of Rhode Island, Providence, Rhode Island;
- Educational Alliance, New York, New York;
- Leake and Watts Services Inc. Parent Child Home Program, Yonkers and Bronx, New York;
- Home Instruction for Parents of Preschool Youngsters, Miami-Dade County, Florida;
- ESL Family Literacy Program, Oakland Adult and Career Education, Oakland, California; and
- Parents in Community Action, Hennepin County, Minnesota.

A table listing the services provided by each program is available in the Appendix to this report on C3-4. Many of the programs reviewed provided a similar set of services, including:

- Early childhood education;
- Case management;
- Home visits;
- Family literacy;
- Parenting education;
- Adult education such as English language learning, GED preparation, or computer literacy; and
- Job training and workforce development, including Child Development Associate (CDA) and Registered Medical Assistant (RMA) credentialing.

The Migration Policy Institute's report identified the following success factors for two-generation programs serving immigrant families.⁷

⁶ The Migration Policy Institute is a nonprofit think tank in Washington, DC that analyzes migration and refugee policies at the local, national and international levels. <https://www.migrationpolicy.org/>

⁷ Park, M., McHugh, M., Katsiaficas, C., "Serving Immigrant Families Through Two-Generation Programs: Identifying Family Needs and Responsive Program Approaches," Migration Policy Institute, November 2016, pp. 21-24.

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Having a diverse and culturally and linguistically competent staff. Staff that speak families' home languages were integral to engaging parents with the program, developing relationships, and serving them effectively. In addition, because many children in immigrant families are English-language learners who are learning English and their family's home language(s) at the same time, having staff that speak their home language(s) can support children's learning as well. Finally, hiring staff from the community served by the program can help to build the trust among families that is necessary to serve them effectively.

Incorporating program components to reduce immigrant parents' social isolation. Many parents in immigrant families experience social isolation and lack knowledge of culture and systems in the United States. Successful two-generation programs make efforts to help parents develop social networks. Examples include organizing classes for pregnant women by their due dates (Briya Public Charter School) or using round tables and shared supplies to encourage collaboration in a toy-making class for parents (AVANCE).

Providing comprehensive needs assessment and case management. As noted above, immigrant families in poverty often face multiple challenges beyond those directly addressed by two-generation programs. All programs reviewed combined direct services with comprehensive supports and referrals to address families' multiple needs such as housing insecurity and need for legal advice. Some programs assign a point person to each family, such as a case manager, to monitor the family's progress and provide referrals to additional services as needed. Home visiting is another approach that helped programs identify and address families' challenges proactively.

Establishing partnerships with other government agencies, workforce training and postsecondary education programs, and community organizations. Partnerships can strengthen programs in a variety of ways, including connecting program participants with additional services such as legal advice and representation for immigration issues and building on the trust established in the community by existing organizations. Additionally, partnerships with organizations that specialize in a particular program area, such as workforce development or postsecondary education, can strengthen core program offerings.

Involving parents as partners. Successful programs align program goals and activities with parents' goals and needs. For example, the Community Action Project in Tulsa found that many parents were interested in learning English primarily to better support their children's education and facilitate their daily lives rather than to further employment goals. To better meet these needs, the Community Action Project focused its English language learning classes on conversational English rather than job-specific vocabulary.

Prioritizing data-driven planning and effective data management systems. Many successful programs identified data-driven planning as a critical tool for determining how to establish or expand programs. Data-driven planning can include conducting needs assessments in targeted communities as well as analyzing demographic data to identify where immigrant communities are most concentrated.

Successful programs also found that investing in effective data management systems and technical assistance was essential for ensuring that they could link parent, child and family data and track outcomes effectively. However, many programs found outcome tracking to be challenging due to the lack of culturally and linguistically sensitive assessment instruments as well as sporadic participation among families over time.

Training and hiring program alumni. Some programs have successfully trained and hired program alumni to work as program staff. For example, Parents in Community Action, Inc. in Hennepin County, Minnesota offers internships for parents who complete a child development training course. Interns complete 700 hours of supervised classroom work, receive mentoring, and have the opportunity to obtain a Child Development Associate (CDA) credential.

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2. Best Practices for Early Childhood Education for Children in Immigrant Families

Immigrant families face specific challenges in accessing and participating in early childhood education programs. While a full review of early childhood education is outside of the scope of this report, the research literature identifies two specific considerations for early childhood education programs serving immigrant communities:

➤ *Offering Culturally and Linguistically Competent Parental Engagement*

Children in immigrant families are less likely to participate in non-parental child care compared with children in non-immigrant families, and when they do participate, their parents and other caregivers often face significant barriers in meaningfully engaging in their children's early education program. A perception exists that immigrant families have a cultural preference for parental or relative care, and therefore do not wish to enroll their children in early childhood education programs. However, little evidence exists to support this perception.⁸

Rather, researchers have found that several factors likely contribute to lower early childhood education program participation rates among immigrant families, including lower average incomes and parental education and a higher share of families with two parents among immigrant families. Low-income immigrant families face many barriers to participation and engagement. Some barriers, such as cost and availability of programs, impact low-income families of all backgrounds, while others, particularly relevant in low-income immigrant communities, are outlined in the table below.

**Barriers to Participation and Engagement in Early Childhood Education Programs
Among Low-Income Immigrant Families**

Lack of availability of information on early childhood education that is accessible to immigrant families	Language accessible communications strategies and policies to encourage peer-to-peer networks for participating immigrant parents to share information and their experiences with other parents
Complexity of enrollment processes and fear among undocumented immigrants of providing identifying information	Streamlined enrollment processes, applications translated into most common languages spoken by immigrants, limiting documentation requirements, and refraining from asking for parents' Social Security numbers (using child's number instead)
Lack of English proficiency and functional literacy among parents	Appropriate language support, including teachers and staff who speak families' home languages, and provision of parent education, literacy and English language programs to support engagement
Bias against immigrant communities and lack of cultural competency among program staff	Increasing the cultural competency of program administrators and classroom staff on the unique needs of immigrant families and their children, and engaging parents as cultural liaisons

Sources: Karoly, L., Gonzalez, G., "Early Care and Education for Children in Immigrant Families," *The Future of Children* 21, no. 1 (2011), pp. 87-94; and Park, M., and McHugh, M., "Immigrant Parents and Early Childhood Programs: Addressing Barriers of Literacy, Culture and Systems Knowledge," Migration Policy Institute, June 2014, pp. 19-25.

⁸ Karoly, L., Gonzalez, G., "Early Care and Education for Children in Immigrant Families," *The Future of Children* 21, no. 1 (2011), pp. 73-80; and Guzman, L., Hickman, S., Turner, K., Gennetian, L., "Hispanic Children's Participation in Early Care and Education: Parents' Perceptions of Care Arrangements, and Relatives' Availability to Provide Care," National Research Center on Hispanic Children & Families, November 2016.

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➤ Supporting Dual Language Learners' Home Language Development

Dual language learners are children who come from homes where a language other than English is spoken. Education programs that use two languages intentionally as part of instruction are known as “dual immersion” programs, in contrast to “English only” or “English immersion” programs where only English is used in the classroom for instruction.

A large body of research indicates that dual immersion programs have numerous benefits for dual language learners. For example, one study suggested that dual immersion preschool programs not only allow dual language learners to develop better skills in their family's home language, but also found their English skills were as good or better than those of their peers in English immersion programs. Another study found that children in dual immersion programs do better in reading and math. Moreover, speaking their home language in addition to English can help children maintain cultural connections and relationships with family members and can help them in the job market.⁹

Implementing a dual immersion program requires having teachers who are fluent in both languages and materials available in both languages. It may not be possible to provide dual immersion programming in every community, particularly in communities with numerous home languages spoken. A policy statement on dual language learners in early childhood programs from the U.S. Department of Health and Human Services and the U.S. Department of Education provides extensive guidance for providers on ways to support home language development for dual language learners, including as part of programs that provide instruction primarily in English. These programs, described as “English with home language support,” typically implement the following strategies to support home language development:

- Making learning materials available in the home language;
- Hiring teachers who are proficient, even if they are not fluent, in the home language of students and/or recruiting the assistance of other qualified staff or volunteers who are proficient; and
- Partnering with parents and families to ensure they support their children's native language development at home, for example by asking parents to expose new concepts in the children's home language before introducing them in English.¹⁰

3. Best Practices for Adult Education and Workforce Development in Immigrant Communities

Many two-generation programs seek to increase parents and other caregivers' skills so that they can engage more effectively with their children's education and secure higher paying jobs. As indicated above, adult education and workforce training services that serve low-income immigrants must be prepared to serve individuals with limited English proficiency, low levels of formal education, and who may lack literacy in their home language.

Researchers recommend using strategic approaches for English language learning and other basic skills training that are consistent with participants' goals and allow them to make progress on those goals without unnecessary road blocks. As noted on page 8, aligning program goals and activities with parents' goals and needs is a recommended practice for two-generation programs. Some immigrants may be primarily focused on

⁹ “U.S. Department of Health and Human Services and U.S. Department of Education Policy Statement on Supporting the Development of Children Who are Dual Language Learners in Early Childhood Programs,” Log No.: ODAS, ECD-ACF-PS-2017-02, Originating Office: Office of the Deputy Assistant Secretary for Early Childhood Development, Administration for Children and Families, U.S. Department of Health and Human Services, Issuance Date: January 5, 2017.

¹⁰ Ibid.

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better navigating their daily lives and helping their children succeed in schools, while others may be focused on employment goals.

For those focused on employment goals, a key challenge is that limited English proficiency and low levels of formal education often prevent them from accessing the workforce training programs needed to achieve those goals. Some approaches used by workforce training providers to better serve this subgroup are listed below.

- *Vocational English.* Incorporation of workforce-related topics such as job-specific vocabulary, resume writing and interview skills into English language learning programs.
- *Integrated Basic Education Skills Training (I-BEST).* Community college program model that combines technical training in specific fields with basic skills training like English language learning.
- *Small business training.* Business skills training programs to help immigrants, who often supplement their incomes through informal small businesses, to formalize and grow their businesses.
- *Workplace-based basic skills training.* Basic skills training such as English language learning onsite at workplaces, often through partnerships between community colleges and employers.
- *Technical training customized for immigrant employees.* Classes, often at workplaces, that are specifically tailored to help immigrant employees develop technical skills and gain certifications.¹¹

Federal Funding Requirements for Adult Education and Workforce Development Services for Immigrants

Adult education and workforce development programs that rely on federal funding are constrained by the requirements of the Workforce Innovation and Opportunity Act (WIOA). WIOA funding supports two broad categories of services:

- Title I of WIOA governs employment and training services, and requires that participants be U.S. citizens or otherwise authorized to work in the U.S.; and
- Title II of WIOA governs adult education and literacy training, which can include English language learning, and does not have immigration status-related requirements.

In the context of two-generation programs that serve immigrant parents of young children, the adult education and literacy services that fall under Title II can play key roles in helping participants to learn English, develop literacy skills and learn other basic skills needed to navigate U.S. systems and institutions, including engaging meaningfully in their children's education. Yet, new accountability measures introduced with the 2014 reauthorization of WIOA are focused on participants' employment, earnings and postsecondary educational attainment outcomes, and states face penalties for not meeting these outcomes. Researchers are concerned that these measures do not recognize participants' progress with systems navigation and engagement with their children's education, creating a disconnect between the WIOA funding requirements and some of the goals of two-generation programs serving immigrant families.¹²

¹¹ Bernstein, H., and Vilter, C., "Upskilling the Immigrant Workforce to Meet Employer Demand for Skilled Workers," Urban Institute, July 2018, pp. 23-25.

¹² Park, M., McHugh, M., Katsiaficas, C., "Serving Immigrant Families Through Two-Generation Programs: Identifying Family Needs and Responsive Program Approaches," Migration Policy Institute, November 2016, pp. 2-3.

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D. Conclusion

The Councilmembers may want to consider the following questions in future discussions about two-generation programs:

1. What strategies do two-generation programs in Montgomery County use to meet the needs of low-income immigrant populations?
2. Do opportunities exist to further incorporate the two-generation approach into existing programs and use additional strategies for engaging low-income immigrant families and meeting their specific needs?

E. Acknowledgements

OLO appreciates the information shared and the insights provided by all who participated in this project. In particular, OLO thanks:

Office of the County Executive

Fariba Kassiri

DHHS

Uma Ahluwalia

JoAnn Barnes

Luis Aguirre

Danielle Alvarado-Davis

Fran Brenneman

Luis Cardona

Perry Chan

Joan Glick

Betty Lam

Monica Martin

Sonia Mora

Charlene Muhammad

Sharon Strauss

Montgomery County Public Schools

Jill Ortman-Fouse

Denise Bracalilly Stultz

Floyd Gómez-Starnes

Steven Neff

Lily Shen

Family Services, Inc.

Angelo Knox

International Rescue Committee

Tatiana Méndez

WorkSource Montgomery

Ellie Giles

Kristin Tribble

Terry Boone

Office of Community Partnerships

Bruce Adams

Josephine Garnem

Mimi Hassanein

Kaori Hirakawa

Diane Vu

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Appendix

Foreign-Born Montgomery County Residents by Place of Birth

Americas:	126,455	+/-2,501
Latin America:	123,164	+/-2,455
Caribbean:	16,797	+/-1,108
Bahamas	23	+/-27
Barbados	333	+/-151
Cuba	1,435	+/-349
Dominica	348	+/-228
Dominican Republic	3,992	+/-698
Grenada	212	+/-132
Haiti	2,363	+/-510
Jamaica	5,084	+/-659
St. Vincent and the Grenadines	93	+/-136
Trinidad and Tobago	2,051	+/-405
West Indies	336	+/-174
Other Caribbean	527	+/-211
Central America:	70,204	+/-2,281
Mexico	6,979	+/-909
Belize	47	+/-51
Costa Rica	567	+/-207
El Salvador	43,013	+/-2,108
Guatemala	7,854	+/-989
Honduras	7,866	+/-1,224
Nicaragua	3,148	+/-662
Panama	683	+/-218
Other Central America	47	+/-48
South America:	36,163	+/-1,831
Argentina	1,820	+/-378
Bolivia	4,387	+/-733
Brazil	4,756	+/-909
Chile	2,058	+/-443
Colombia	6,630	+/-922
Ecuador	2,237	+/-478
Guyana	1,881	+/-449
Peru	9,307	+/-957
Uruguay	555	+/-179
Venezuela	1,710	+/-382
Other South America	822	+/-248
Northern America:	3,291	+/-421
Canada	3,257	+/-419
Other Northern America	34	+/-33

Asia:	122,601	+/-1,863
Eastern Asia:	43,971	+/-1,545
China:	29,132	+/-1,490
Hong Kong	1,920	+/-310
Taiwan	5,872	+/-665
Other China	21,340	+/-1,337
Japan	2,311	+/-358
Korea	12,441	+/-1,121
Other Eastern Asia	87	+/-71
South Central Asia:	43,403	+/-1,742
Afghanistan	587	+/-279
Bangladesh	1,734	+/-318
India	25,020	+/-1,258
Iran	7,505	+/-789
Kazakhstan	304	+/-125
Nepal	1,766	+/-547
Pakistan	3,854	+/-822
Sri Lanka	1,995	+/-443
Uzbekistan	447	+/-225
Other South Central Asia	191	+/-120
South Eastern Asia:	27,302	+/-1,465
Cambodia	1,179	+/-435
Indonesia	1,409	+/-318
Laos	253	+/-127
Malaysia	611	+/-158
Burma	1,163	+/-423
Philippines	9,788	+/-963
Singapore	394	+/-213
Thailand	1,742	+/-370
Vietnam	10,737	+/-1,048
Other South Eastern Asia	26	+/-32
Western Asia:	7,684	+/-1,001
Iraq	619	+/-287
Israel	2,000	+/-435
Jordan	467	+/-203
Kuwait	120	+/-68
Lebanon	947	+/-234
Saudi Arabia	438	+/-294
Syria	621	+/-276
Yemen	16	+/-26
Turkey	1,340	+/-342
Armenia	414	+/-197
Other Western Asia	702	+/-217
Asia,n.e.c.	241	+/-108

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Africa:	53,433	+/-2,388
Eastern Africa:	21,869	+/-1,567
Eritrea	1,193	+/-336
Ethiopia	14,670	+/-1,241
Kenya	1,652	+/-536
Somalia	299	+/-206
Other Eastern Africa	4,055	+/-831
Middle Africa:	7,331	+/-1,176
Cameroon	5,082	+/-816
Other Middle Africa	2,249	+/-815
Northern Africa:	2,821	+/-462
Egypt	1,081	+/-292
Morocco	869	+/-339
Sudan	435	+/-250
Other Northern Africa	436	+/-143
Southern Africa:	819	+/-250
South Africa	672	+/-206
Other Southern Africa	147	+/-144
Western Africa:	19,161	+/-1,373
Cabo Verde	4	+/-8
Ghana	5,556	+/-871
Liberia	1,980	+/-565
Nigeria	3,705	+/-678
Sierra Leone	2,412	+/-573
Other Western Africa	5,504	+/-875
Africa, n.e.c.	1,432	+/-460
Oceania:	959	+/-256
Australia and New Zealand Subregion:	764	+/-212
Australia	658	+/-199
Other	106	+/-58
Fiji	23	+/-37
Oceania, n.e.c.	172	+/-137

Europe:	31,249	+/-1,570
Northern Europe:	5,363	+/-486
United Kingdom	4,017	+/-414
England	1,621	+/-268
Scotland	263	+/-98
Other United Kingdom	2,133	+/-336
Ireland	574	+/-127
Denmark	220	+/-125
Norway	78	+/-44
Sweden	231	+/-75
Other Northern Europe	243	+/-104
Western Europe:	8,050	+/-668
Austria	413	+/-105
Belgium	462	+/-175
France	2,738	+/-412
Germany	3,730	+/-443
Netherlands	364	+/-136
Switzerland	335	+/-117
Other Western Europe	8	+/-12
Southern Europe:	5,512	+/-883
Greece	1,753	+/-691
Italy	1,302	+/-239
Portugal	1,096	+/-306
Azores Islands	8	+/-11
Spain	1,340	+/-347
Other Southern Europe	21	+/-39
Eastern Europe:	12,296	+/-783
Albania	160	+/-96
Belarus	357	+/-130
Bulgaria	668	+/-270
Croatia	165	+/-75
Czech Republic and Slovakia	800	+/-166
Hungary	494	+/-161
Latvia	228	+/-129
Lithuania	179	+/-95
Macedonia	9	+/-14
Moldova	184	+/-117
Poland	1,305	+/-309
Romania	736	+/-208
Russia	3,915	+/-431
Ukraine	1,843	+/-320
Bosnia and Herzegovina	90	+/-61
Serbia	201	+/-80
Other Eastern Europe	962	+/-249
Europe, n.e.c.	28	+/-23

Source: 2012-2016 American Community Survey 5-Year Estimates

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Two-Generation Programs Serving Immigrant Communities Reviewed by Migration Policy Institute

ASPIRE Family Literacy	Austin, TX	<ul style="list-style-type: none"> • Bilingual, literacy-focused child care • Adult education (ESL, GED, computer literacy) • Parents and Children Together time sessions • Monthly home visits using the Parents as Teachers model • Parenting classes • Family literacy • Parent volunteers in children's classrooms
AVANCE	Texas and California	<ul style="list-style-type: none"> • Early childhood education • Adult education (ESL, GED, computer literacy) • Case management • Home visits • Job training and workforce development • Parent-child education program
Briya Public Charter School	Washington, DC	<ul style="list-style-type: none"> • Early childhood education • Adult education (ESL, GED, computer literacy) • Family literacy • Job training and workforce development • Parents and Children Together time sessions • Peer events and support groups
Chula Vista Promise Neighborhood	Chula Vista, CA	<ul style="list-style-type: none"> • Early childhood education • Preschool and kindergarten readiness • Adult education (ESL, computer literacy) • Job training and workforce development • "Learn with Me" • Service learning activities
Community Action Project	Tulsa, OK	<ul style="list-style-type: none"> • Early childhood education • Adult education (ESL) • Family literacy • Home visits (using Parents as Teachers model)
Dorcas International Institute of Rhode Island	Providence, RI	<ul style="list-style-type: none"> • Early childhood education • Before and after school and summer programming • Adult education (ESL, GED) • Family literacy • Parents and Children Together time sessions • Parenting classes • Service learning activities
Educational Alliance, New York, New York	New York, NY	<ul style="list-style-type: none"> • Early childhood education • Adult education (college prep, ESL, financial literacy, GED) • "Daddy and Me" activities • Family literacy • Job training and workforce development • Parents and Children Together time sessions • Parenting classes • Peer events and support groups

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Leake and Watts Services Inc. Parent Child Home Program	Yonkers and Bronx, NY	<ul style="list-style-type: none"> • Biweekly home visits • Referrals to education and social services
Home Instruction for Parents of Preschool Youngsters	Miami-Dade County, FL	<ul style="list-style-type: none"> • Adult education • Biweekly home visits • Job training and workforce development
ESL Family Literacy Program	Oakland, CA	<ul style="list-style-type: none"> • Family literacy • Parenting classes • Adult education (ESL, GED) • Parents and Children Together time sessions • Family engagement
Parents in Community Action	Hennepin County, MN	<ul style="list-style-type: none"> • Early childhood education • Intermittent home visits • Adult education (ESL, GED) • Workforce development • Parents and Children Together time sessions

Source: Park, M., McHugh, M., Katsiaficas, C., "Serving Immigrant Families Through Two-Generation Programs: Identifying Family Needs and Responsive Program Approaches," Migration Policy Institute, November 2016, p.19-10



Insights on Access to Quality Child Care for Families with Nontraditional Work Schedules

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October 2018

This profile is one of four exploring the child care needs of families identified in the 2014 reauthorization of the Child Care and Development Block Grant (CCDBG) as deserving priority by states and territories: children who need care during nontraditional and variable hours, infants and toddlers, children in rural areas, and children with disabilities and special needs.¹ The information is selected from our report, *Increasing Access to Quality Child Care for Four Priority Populations* (Henly and Adams 2018). The report explores the implications of a national trend toward publicly subsidized center-based care in the context of the 2014 CCDBG reauthorization and suggests steps to improve access to high-quality subsidized care—across all settings—for these four populations.

Policymakers have increasingly focused on the importance of high-quality child care and early education services to support the developmental outcomes of low-income children. High-quality early care and education can exist in any setting, including child care centers, family child care programs, and other home-based care arrangements. However, the emphasis on public investments in quality has often translated into a singular focus on formal settings, especially center-based programs. Increasingly, states and territories have used CCDBG funds to subsidize child care centers while funding fewer home-based child care settings, such as licensed family child care and legally unregulated family, friend, and neighbor care.² The 2014 CCDBG reauthorization includes requirements and incentives for states and territories that could accentuate this trend.

Center care is a preferred child care arrangement for many families. However, there are supply constraints and barriers to access, especially for the four priority populations highlighted in this series.

Some families also prefer home-based alternatives for some of or all their child care needs. Thus, many families may be inadvertently disadvantaged by a subsidy system that focuses primarily on center-based care, and it may undercut the core CCDBG principle of parental choice.

This brief highlights some barriers that families working nontraditional schedules face in accessing centers and offers policy recommendations to improve their access to quality subsidized care across child care settings. The full report includes more details on this population and more in-depth policy recommendations.

Understanding the Child Care Needs of Families with Nontraditional Work Schedules

Parents working nontraditional schedules face unique child care challenges, as most formal child care programs are only open during standard daytime, weekday hours and provide limited programming for families with fluctuating care needs.

- **Working outside daytime hours is common in today's labor market, especially in low-wage jobs.** As shown in table 1, over half (58 percent or 2.76 million children) of the 4.77 million low-income children under age 6 with working parents are in households where all principal caretakers work at least some hours before 8:00 a.m. or after 6:00 p.m. For about a quarter of those children (715,900 children), the majority of their principal caretakers' work hours are during nonstandard work times.
 - » Working during nonstandard times is common in all states and the District of Columbia, but our estimates suggest that in 20 states, at least 60 percent of children have a parent who works at least some nonstandard times (table 1).
- **Variable and unpredictable work hours are also common in today's low-wage labor market.** National data indicate that 38 percent of early-career workers receive one week or less notice of their work schedule, and 74 percent report that the number of hours they work varies from week to week. The numbers are even higher for low-wage, part-time workers and in occupations such as food service, retail sales, and home health care (Lambert, Fugiel, and Henly 2014).
- **Parents with nontraditional work schedules disproportionately use home-based providers, especially family, friend, and neighbor caregivers, or rely on multiple arrangements to meet caregiving needs** (Laughlin 2013). Few child care centers are open outside regular business hours (Dobbins et al. 2016). Centers seldom offer flexible scheduling options that can accommodate unpredictable and variable schedules. And parents needing part-time care are sometimes required to pay for full-time attendance. Home-based settings are more likely than child care centers to offer nontraditional-hour options (NSECE Project Team 2015).

TABLE 1

**Estimated Number and Share of Low-Income Children Younger than Age 6 with Working Parents,
Whose Parent Work Nonstandard Hours**

State	All low-income children < 6 with working parents	Of this total, children whose parents work some nonstandard hours		Of this total, children whose parents work majority nonstandard hours	
	#	#	%	#	%
Alabama	80,800	54,400	67%	12,000	15%
Alaska	9,700	4,600	47%	1,400	14%
Arizona	109,200	69,800	64%	16,600	15%
Arkansas	58,200	38,100	66%	9,400	16%
California	517,000	278,600	54%	67,900	13%
Colorado	68,900	39,300	57%	10,300	15%
Connecticut	37,500	20,600	55%	5,300	14%
Delaware	13,600	7,600	56%	2,300	17%
District of Columbia	8,300	4,800	58%	1,700	20%
Florida	305,100	165,800	54%	40,900	13%
Georgia	183,600	112,200	61%	31,100	17%
Hawaii	13,300	8,300	62%	2,600	20%
Idaho	31,900	16,300	51%	3,900	12%
Illinois	178,900	108,600	61%	29,000	16%
Indiana	115,700	72,000	62%	20,100	17%
Iowa	52,400	32,800	63%	9,200	18%
Kansas	52,800	31,300	59%	9,000	17%
Kentucky	66,600	41,500	62%	10,500	16%
Louisiana	94,900	59,100	62%	14,500	15%
Maine	15,400	7,900	52%	1,400	9%
Maryland	69,100	40,000	58%	9,500	14%
Massachusetts	63,000	35,200	56%	10,300	16%
Michigan	145,000	84,600	58%	28,200	19%
Minnesota	76,500	46,600	61%	13,300	17%
Mississippi	65,800	46,600	71%	11,800	18%
Missouri	99,900	63,000	63%	13,700	14%
Montana	16,200	8,300	51%	1,800	11%
Nebraska	35,900	21,900	61%	4,900	14%
Nevada	47,500	28,600	60%	9,900	21%
New Hampshire	12,500	6,600	53%	1,900	15%
New Jersey	94,500	48,100	51%	12,800	14%
New Mexico	38,500	21,800	57%	5,500	14%
New York	248,400	111,300	45%	29,600	12%
North Carolina	165,200	100,800	61%	25,400	15%
North Dakota	11,200	5,900	52%	1,300	11%
Ohio	183,400	107,900	59%	35,200	19%
Oklahoma	73,200	44,400	61%	11,200	15%
Oregon	57,700	32,000	55%	8,200	14%
Pennsylvania	158,300	90,700	57%	27,100	17%
Rhode Island	12,300	7,000	57%	1,600	13%
South Carolina	84,100	51,100	61%	14,100	17%
South Dakota	17,200	9,300	54%	1,700	10%
Tennessee	111,500	72,200	65%	19,000	17%
Texas	497,100	296,200	60%	63,200	13%
Utah	49,900	24,400	49%	7,000	14%
Vermont	7,300	3,400	46%	900	12%
Virginia	102,600	60,600	59%	15,000	15%
Washington	91,900	49,700	54%	12,400	13%

State	All low-income children < 6 with working parents	Of this total, children whose parents work some nonstandard hours		Of this total, children whose parents work majority nonstandard hours	
	#	#	%	#	%
West Virginia	23,800	13,900	59%	3,800	16%
Wisconsin	89,600	55,000	61%	15,400	17%
Wyoming	8,600	4,500	53%	900	10%
50 state and DC total	4,771,600	2,765,300	58%	715,900	15%

Source: 2011–15 American Community Survey five-year estimates.

Notes: We present two distinct definitions of parents working nonstandard schedules: one indicating all principal caretakers work at least some nonstandard hours, and the other indicating that over half the total hours worked by all principal caretakers are nonstandard. See Henly and Adams (2018) for more information.

- **State child care subsidy programs have historically permitted families to use subsidized providers across a range of settings, in keeping with the CCDBG principle of parental choice.** As a result, low-income parents with nonstandard work schedules have could use subsidies to pay for licensed family child care homes and license-exempt providers in most states. A study of child care assistance recipients in Cook County, Illinois, for example, found that 64 percent of subsidized families working during nontraditional hours used license-exempt home-based providers, compared with only 22 percent of subsidized families with daytime work hours (Illinois Action for Children 2016). Yet, nationwide, the use of subsidies to support license-exempt and licensed family child care providers has fallen considerably in recent years (Mohan 2017).
- **Ensuring that subsidies are available to help children access high-quality care even during times when parents may not be at work or in school may improve the stability of children's settings and may mitigate the negative effects of precarious work conditions on children's development** (Sandstrom and Huerta 2013). The children of low-income parents working nontraditional schedules may particularly benefit from stable, quality child care because they experience related forms of instability that put them at developmental risk (Adams, Derrick-Mills, and Heller 2016; Adams and Rohacek 2010; Sandstrom and Huerta 2013).

Some Factors Shaping the Availability of Center-Based Care for Families with Nontraditional Work Schedules

There has been limited research on the factors that shape the supply of center-based care for families needing care during nontraditional hours, but concerns related to insufficient and unreliable demand, the cost of providing nonstandard hour care, and provider readiness may all play a role.

Insufficient and Unreliable Demand

- **Providers may choose not to extend hours beyond a regular daytime, weekday schedule because it is not clear that enough families working these hours want and can afford center-**

based care to justify the additional costs. Relatively little information is available about what kinds of care parents prefer for their children for these different times.

- **Providers may choose not to extend services to families needing care on an irregular schedule because uncertain demand may not justify the additional costs that come with staffing for variable hour care.** Providers may be unwilling to hold slots open for families with “just-in-time” work schedules recognizing those slots may go unfilled.

Cost of Providing Care

- **Child care for families with nontraditional and variable schedules may be more expensive to provide and to purchase** (Brodsky and Mills 2014). One study of nontraditional-hour care recommends a provider payment rate 130 percent greater than that of standard hour care (Kochanek 2003).
- **Extra costs for providers can involve additional staffing and facility requirements,** such as having a bed for each child, enhanced security systems, and additional staff training (Brodsky and Mills 2014). Parents can also face higher costs, as centers often require parents to pay for a full-time slot even if they can only use it irregularly or part time.

Provider Readiness

- **Center directors may lack interest in extending hours and programming beyond traditional daytime weekday schedules to meet the needs of this population.** When asked about their willingness to provide nonstandard hour care, only a minority of center providers in one study reported a willingness to consider providing care during evenings, weekends, or overnights (Brodsky and Mills 2014). Program activities during these times focus less on early education and school readiness and more on activities related to meals, bedtime routines, and sleep. Center directors may not view their professional role as compatible with these activities.
- **Some providers may be deterred by real or perceived risks of accommodating these families,** such as the possibility that they experience greater employment instability and require fewer care hours or are less reliable with attendance and payment. Providers may also need to be familiar with different policies, regulations, and supports to meet legal requirements of nontraditional-hour care and to access resources that offset additional costs (Brodsky and Mills 2014).
- **It may be logistically challenging for providers to rethink their service delivery design to conform to the needs of nonstandard- and variable-hour workers and their children.** It may also be challenging for centers to recruit teachers who are interested and able to accept employment that requires nonstandard and variable work hours for the wages and benefits that centers can afford to pay.

Recommended Policies to Help Families with Nontraditional Work Schedules

Child care subsidy administrators face longstanding and considerable funding obstacles to adequately meet the child care and early education needs of low-income families. Even with the March 2018 CCDBG funding increase, states face trade-offs and competing priorities for these funds. Nevertheless, the infusion of additional funds offers states an opportunity to invest new resources toward fulfilling the promises of reauthorization for all families, with particular attention to these priority populations.

States can use at least four policy tools when designing subsidy policies to meet CCDBG goals around access and quality for priority populations, including families with nontraditional work schedules.³

- Establish financial incentives for providers across settings serving children outside standard daytime, weekday hours, including licensed family homes and license-exempt caregivers.
- Strategically use contracts and capacity grants, based on careful analysis of demand, to support targeted supply-building efforts in areas with sufficient, steady demand for nonstandard-hour care.
- Target training and technical assistance to help providers understand how to best meet the needs of these families
- Use consumer education strategies to increase information about the location of child care services that are offered outside traditional daytime, weekday hours and that allow for variable-hour care needs.

In addition to these tools, states can explore supporting access in two other ways:

- Implement practices that allow a more flexible link between parental work hours and authorized child care hours. For example, CCDBG allows states to permit a family to use a high-quality center although the child care hours do not align with all of a parent's work hours.
- Use expanded definitions of quality that include the characteristics and activities of greatest importance to children's well-being during evening, overnight, and weekend hours.

The complex combination of market and business realities, provider motivation, and parental preferences suggests that states wanting to meet the needs of parents with nontraditional work schedules should consider taking the following steps when employing these policy tools:

- **Retain or expand access to home-based settings and support access to center-based care:** Even as states develop strategies to expand the supply of center-based programs for families needing child care for nontraditional schedules, increased access to quality home-based settings will also be essential. These policy tools can address some barriers to center-based care identified above. But they do little to address insufficient or unreliable demand, which

challenges child care centers' ability to meet the needs of families with nontraditional care needs, and some parents will likely still prefer home-based settings even if centers were available. States will need to take intentional and focused action to support access to high-quality care *across all sectors*—including a strong focus on home-based settings—to achieve the access and quality goals of the CCDBG law for these families.

- **Use a multipronged policy approach:** No single policy approach will likely address the specific circumstances and needs of families needing care during nontraditional hours and of the providers who wish to serve them. None of the four policy tools mentioned above will increase quality or supply to this population in all contexts, and the tools are even less likely to work in isolation. To effectively expand access to care for families working nontraditional hours, states need to develop a multipronged approach, using a carefully targeted combination of different strategies.
- **Work to understand the unique forces shaping access:** States should choose a specific combination of strategies based on an understanding of the unique market forces, community characteristics, family circumstances and needs, and provider strengths and challenges in their communities. However, relatively little is known about these issues overall, or how they play out within particular states for this population. Thus, states should carefully assess the kinds of barriers faced by these families, including an examination of demand, preferences, and supply opportunities and constraints. To support the efficient use of scarce resources, researchers and states should work together to explore these questions, and to incorporate this understanding into the development of cross-sector strategies that leverage opportunities from employers, child care, Head Start, Early Head Start, and related programs to support access to high-quality child care for these families.

Notes

- ¹ Other groups identified in the CCDBG as deserving priority by states and territories include “children experiencing homelessness,” “families with very low incomes,” and “families in areas that have significant concentrations of poverty and unemployment and lack high-quality programs.”
- ² For simplicity's sake, we use “states” instead of “states and territories” for the remainder of this brief.
- ³ See Henly and Adams (2018) for an in-depth discussion of the strengths and challenges of each policy tool and for specific policy recommendations to address the needs of these families.

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Acknowledgments

This brief was funded by the Annie E. Casey Foundation through the Urban Institute's Low-Income Working Families initiative, a multiyear effort that focuses on the private- and public-sector contexts for families' well-being. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute's funding principles is available at urban.org/fundingprinciples.



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Bridging the Gap

Gina Adams, Shayne Spaulding, and Caroline Heller
May 2015

In recent years, the changing economy has put a spotlight on the issue of helping low-wage and low-skill workers advance in the job market. New economic realities have focused attention on how to design effective workforce development strategies to help these workers succeed and to better address barriers they may face. A key barrier that affects low-income parents seeking to advance is a lack of child care, which may be caused by high costs or limited availability of suitable options. A lack of child care can make it difficult for parents to invest time in improving their work skills through training or education activities.

Although it seems obvious that child care is a critical service for some low-wage or unemployed parents, relatively little attention has been paid to the issues that lie at the intersection of child care needs and workforce development efforts.¹ With support from the Ford Foundation, the Urban Institute is undertaking an examination of this intersection to spur a dialogue on the critical issues and solutions related to supporting the child care needs of parents in workforce development programs. This brief summarizes one of a series of reports from this project, *Bridging the Gap: Exploring the Intersection of Workforce Development and Child Care*. The full report provides an overview of each system and the issues that lie at the intersection of these two systems in the lives of families.

What Do We Know about Low-Income Parents and Workforce Development?

There is no national estimate of the number of low-income parents who want or need workforce development programs (or of the proportion of low-income parents who face child care barriers that might prevent them from enrolling in or completing such programs). However, a review of national data suggests the following key points:

1. Of the 21 million parents who are low income, almost three out of five (58 percent) have low education levels (a high school credential or less).² One in six US adults has only basic or lower levels of literacy, and almost a third possess only basic or lower levels of numeracy (OECD 2013).
2. Only about 1 in 10 low-income parents reports being enrolled in some form of education and training. A significant portion (about half) of low-income parents in education and training also work, and many have circumstances that suggest they are likely to need child care, such as being single (59 percent); having children younger than 6 years old (69 percent) or younger than 3 years old (42 percent); or having more than one child (almost half have two or more children) (Eyster, Callan, and Adams 2014).
3. Low-income parents not participating in any form of education or training have even lower levels of education, are equally likely to have younger children, and are more likely to have more than one child (Eyster, Callan, and Adams 2014).
4. Whether looking at national data or data from specific workforce development programs, parents are underrepresented among low-income individuals in education and training.³
5. Some research suggests that parents may face challenges completing education and training activities (US Department of Education 2013b).

Overall, the national data paint a picture of a large population of low-income parents who would likely benefit from workforce development programs, but the data also suggest that these parents may face challenges related to child care that could create barriers to their ability to access or succeed in these programs.

What Key Elements of the Workforce Development System Have Implications for Child Care?

For individuals from other systems (such as child care and early education systems) working with low-income families, the range of workforce development programs, service types, funding streams, and local program operators can be overwhelming. To better support parents seeking education and training, individuals in the child care field need to understand the following key elements of the complex workforce development system:

- Workforce development programs encompass the range of activities that help people prepare for jobs (such as adult education, training, and postsecondary education services) and find jobs (through job placement support). Workforce development programs also include supportive services related to these two major efforts.
- Many different funding streams support workforce development programs. The major funding stream for the workforce development system is the Workforce Innovation and Opportunity Act (previously known as the Workforce Investment Act). Other sources of funding for workforce development programs and activities include the Carl D. Perkins Career and Technical Education Act, the Pell Grant Program, and Temporary Assistance to Needy Families, along with numerous other funding streams at the federal, state, and local levels.
- Funding may be inadequate to address the needs of the low-income parents in need of education and training. In addition, funding levels vary across different types of workforce development activities. For example, federal financial aid, which can support students in vocationally oriented programs as well as traditional education programs, dwarfs what is available through the Workforce Innovation and Opportunity Act, which is considered the main funding stream for the public workforce system.
- Although child care is an allowable service with the supportive-service funds available under the Workforce Innovation and Opportunity Act, it can be quite costly, and many states and localities choose not to expend their scarce resources on child care services.
- Oversight of the workforce development system is complex. The US Departments of Labor, Education, and Health and Human Services are the primary actors at the federal level, but other federal agencies also oversee workforce development programs, and wide variation exists at the state and local levels in terms of who is responsible for setting policy, implementing policy, or delivering services.
- There is wide variation in the schedules, duration, and intensity of workforce development programs. This variability has implications for child care, as it means that there is not a single approach that will work for all individuals engaged in workforce development activities.
- The quality of workforce development programs is also relevant to child care. Some state child care agencies have made an effort to link subsidies to workforce development activities that are likely to lead to employment.

What Key Elements of the Child Care System Have Implications for Workforce Development?

Many aspects of the child care system are relevant for those in the workforce development system who are working to meet parents' needs, including the following:



- There are different types of child care—including center-based child care, family child care (care in the home of a nonrelative), and relative care—and the proportion of children in each form of care varies by age. It is fairly common for families to use more than one child care setting in any given period because they have multiple children and because they need more than one setting to cover their needs (Laughlin 2013).
- The schedules of child care options vary by provider, with center-based care generally following workday schedules, prekindergarten and Head Start following part-day or school-day schedules, and home-based care (particularly care provided relatives and friends) being more likely to have flexible hours (such as care during evenings and weekends).
- The cost of child care can be high, though how much families actually spend depends on such issues as the type of care they use, how much care they use, and how many children they have in care (Child Care Aware of America 2014; Laughlin 2013).
- The primary funding stream for child care is the federal-state Child Care and Development Fund (also known as the Child Care and Development Block Grant), which focuses on helping low-income parents pay for care so they can work or participate in education and training (Adams et al. 2014). Other major sources of funding include the federal Head Start program and state prekindergarten programs focused on providing early educational experiences to (primarily) three- and four-year-old children (and some infants and toddlers through Early Head Start).
- None of the public funding streams for child care or early education are sufficient to meet the needs of all eligible families, though the gap between needs and services can vary across states (ASPE 2012; Barnett et al. 2013; Matthews and Schmit 2014; Office of Head Start 2013, 2014; Schmit et al. 2013).⁴
- The extent to which Child Care and Development Fund funding is used to support parents in education and training programs is generally rather small, but varies widely across states (Adams et al. 2014). Little is known about the extent to which Head Start or prekindergarten programs serve families in education and training.
- In providing child care to parents in education and training, it is important to consider the quality of care in terms of supporting children's development, as well as the extent to which it supports parents' ability to work or participate in education and training.
- Various factors can shape child care needs and decisions, including parent characteristics (such as income, work status and schedule, child care preferences, transportation options, language capabilities, and number and ages of children), children's characteristics and needs, the timing and amount of care parents need, the supply of care that matches their needs, whether there are resources available to help pay for care, and whether parents know about the child care options that may be available to them.

What Are the Challenges and Opportunities at the Intersection of These Systems?

This research identified various challenges and opportunities at the intersection of child care and workforce development. Understanding these issues can help highlight potential strategies for meeting the child care needs of low-income parents in education and training. The following observations and concerns emerged:

- The workforce development and child care systems have shared goals and serve overlapping populations.
- The two systems face common challenges that create barriers to working together, including separate, complex, and disconnected systems; a diverse set of funding, services, local service providers, and possible places of intersection; and funding levels that allow only a fraction of eligible families to be served.
- Low-income parents who need child care to participate in education and training are not a priority of either system.
- Each system appears to have some policies and incentives that can create barriers to meeting the needs of these families.
- Particular aspects of the intersection of the systems appear likely to be especially problematic for families. These challenges include arranging child care for the diversity and complexity of workforce development program schedules; financial constraints and limited access to subsidies or free care, which make it difficult for parents to afford care; the limited supply of appropriate child care options overall, with an even more limited supply of high-quality stable care; and limited information about child care options.

Various strategies may be effective in beginning to address some of these challenges. They include the following:

1. Identify and address systemic barriers within the workforce development and child care systems (such as funding, policy, and implementation practices) that create additional challenges to meeting the child care needs of parents seeking education and training. Examine what leverage points within each system could be used to facilitate better support for these parents, and, conversely, what barriers exist in each.
2. Identify and evaluate promising practices that child care and workforce development programs can undertake to help low-income families with their child care needs to support education and training. These strategies include, for example,
 - » helping participants develop a child care plan and focusing on the coordination of child care services as a part of case management, counseling, or advising services, whether provided directly or in partnership with other service providers;

- » providing information and referral services to help parents understand their child care options and choose good care that meets their unique needs;
- » reducing the costs of child care by linking families to financial assistance or free care, providing subsidies to directly defray the costs of child care, funding slots with local child care providers to provide care, or directly providing low-cost or free child care and early education services; and
- » adopting innovations for workforce development programs that accommodate parents, such as distance and online learning, self-paced curricula, and alternative scheduling.

In identifying promising strategies, it is essential to examine circumstances that are likely to shape the effectiveness of any effort. What strategies would work for different stakeholders, different program models, or different families? What barriers may impede implementing such strategies more widely? Working together, child care and workforce systems and stakeholders can provide specific combinations of these services, depending on funding restrictions, population served, available resources, and capacity.

Conclusion

For low-income parents seeking increased family economic security through education and training, child care is critical. Lack of adequate support will not only impede these parents' ability to make important changes in their lives, but will also have negative ramifications for their children, who will likely continue to live in poverty. Failure to meet the child care needs of parents directly undercuts the stated goals of both workforce development systems and child care systems.

Given the complexity of low-income parents' lives and the systems that support them, no single solution is likely to meet the needs of this group. Solutions must be flexible, and a variety of options must be available to meet parents' needs. Initial findings from this project suggest that meeting the needs of low-income parents facing child care barriers is an issue of urgency to individuals working on the front line to support parents' ability to obtain education and training. Further investigating policies and strategies that can support these efforts, and identifying ways to share information and promising strategies, will provide important resources to child care and workforce development stakeholders who are working for these families.

Notes

1. One exception is research by the Institute for Women's Policy Research, which has highlighted the child care issues faced by parents in post-secondary education. See Boressoff (2013) and Firlein, Gault, and Nelson (2013).
2. Numbers based on unpublished analyses from the 2008 Survey of Income and Program Participation.
3. This finding is based on unpublished analyses of the 2008 Survey of Income and Program Participation, as well as a review of Eyster and colleagues (2014) Social Policy Research Associates (2013), and reports by the US Department of Education (2013a and 2014).
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Acknowledgments

This brief was funded by the Ford Foundation. We are grateful to our funders, who make it possible for Urban to advance its mission. It is important to note that funders do not determine our research findings or the insights and recommendations of our experts.

The authors extend their sincere appreciation to those at the Ford Foundation, including Chauncy Lennon, Helen Neuborne, Anna Wadia, and Laine Alston-Romero, for their ongoing support of this project. We also appreciate the time and insights provided by Lauren Eyster and Teresa Derrick-Mills (our colleagues on the Bridging the Gap project), as well as the efforts of Sarah Griffen, Pamela Loprest, and Hannah Matthews, who reviewed various drafts, and Burt Barnow, who provided assistance on budget information for workforce development programs.



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SERVING IMMIGRANT FAMILIES THROUGH TWO-GENERATION PROGRAMS

Identifying Family Needs and Responsive Program Approaches

By Maki Park, Margie McHugh, and Caitlin Katsiaficas

November 2016



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.

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

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 children¹ 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.

¹ 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.

Depending on a parent's immigration status and date of arrival, many families, whether lawfully or unlawfully present, may be restricted from accessing programs.

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.



Sociodemographic Portrait of Immigrant and U.S.-Born Parents of Young Children in Maryland

By Maki Park, Margie McHugh, and Caitlin Katsiaficas

This fact sheet provides a sociodemographic sketch of foreign- and U.S.-born parents with young children (ages 0 to 8) in Maryland, based on Migration Policy Institute (MPI) analysis of U.S. Census Bureau American Community Survey (ACS) data pooled over the 2010-14 period.¹ The analysis offered here, while not intended to be exhaustive, aims to help local stakeholders understand the various socioeconomic disparities between families led by immigrant and native-born parents, and the potential utility of two-generation services² in addressing them. This state fact sheet accompanies a national report that examines the success of a select number of two-generation programs aimed at immigrants and refugees—who comprise almost one-quarter of all parents with young children in the United States. The report also provides a population analysis of immigrant and native-born families with young children at the U.S. level.³

I. Income, Poverty, Family Structure, Employment Status, and Health Insurance Coverage

Poverty and related obstacles can negatively impact the cognitive, physical, and socioemotional developmental outcomes of young children. Family structure is another important consideration for antipoverty programs: children in single-parent families are at greater risk for poor academic outcomes. Parents without family-sustaining jobs, let alone those who are unemployed altogether, often experience heightened risk; two-generation programs have the potential to address this by increasing workforce readiness and employment rates. A lack of health insurance poses a risk to parents' physical health and well-being, as well as family finances.

Table 1 highlights indicators commonly used to measure a family's vulnerability.

- 1 Using several years of pooled American Community Survey (ACS) data permits an increased degree of accuracy.
- 2 For the purposes of the study, two-generation programs are defined as those that (1) provide services to both children and parents, whether simultaneously or in parallel via co-location; and (2) track outcomes for both children and parents.
- 3 See Maki Park, Margie McHugh, and Caitlin Katsiaficas, *Serving Immigrant Families through Two-Generation Programs: Identifying Family Needs and Responsive Program Approaches* (Washington, DC: Migration Policy Institute, 2016), www.migrationpolicy.org/research/serving-immigrant-families-through-two-generation-programs-identifying-family-needs-and.

Table 1. Income, Poverty, Family Structure, Employment Status, and Health Insurance Coverage of Parents of Young Children in Maryland (ages 0 to 8), by Nativity, 2010-14

Parents of Young Children in Maryland	Total	Foreign Born	Native Born
Total parent population	676,000	179,000	497,000
Share parent population	100%	26%	74%
Income and Poverty			
Below 100% of poverty level	10%	11%	9%
100-184% of poverty level	13%	20%	10%
At or above 185% of poverty level	77%	69%	81%
Family structure			
Two parents	76%	83%	73%
Single mother	19%	11%	22%
Single father	6%	6%	6%
Employment status			
Parent population ages 16 and older*	668,000	179,000	489,000
Employed	78%	77%	79%
Self-employed	4%	5%	4%
Unemployed	6%	5%	6%
Not in the labor force	16%	18%	15%
Men not in the labor force	4%	4%	5%
Women not in the labor force	25%	31%	23%
Health insurance coverage			
Total parent population	676,000	179,000	497,000
Public health insurance only	12%	8%	14%
Private health insurance	76%	63%	81%
No insurance	12%	29%	6%

* 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.

II. English Proficiency, Educational Attainment, and LEP Status

Table 2 highlights unique educational obstacles faced by many immigrant parents, including limited English proficiency (LEP). Two-generation services must recognize unique education and language learning needs

in order to better support families in their educational attainment and economic and civic integration goals.

As one to two years of postsecondary education are generally required as a minimum qualification for jobs that pay a family-sustaining wage, immigrant families, who have disproportionately low levels of educational attainment, face tremendous barriers in obtaining such

Fact Sheet

Table 2. English Proficiency, Educational Attainment, and LEP Status of Parents of Young Children in Maryland (ages 0 to 8), by Nativity, 2010-14

Parents of Young Children in Maryland	Total	Foreign Born	Native Born
English proficiency			
Total parent population	676,000	179,000	497,000
LEP (Speak English less than "very well")	10%	36%	1%
Low LEP (Speak English less than "well")	4%	16%	-
Educational attainment			
Parent population ages 25 and older	634,000	174,000	460,000
0-8th grade	4%	12%	1%
9th-12th grade	5%	9%	3%
High school diploma or equivalent	19%	18%	19%
Some college	26%	19%	29%
Bachelor's degree or higher	47%	42%	48%
LEP status of low-educated parents (ages 25+)			
Less than high school diploma or equivalent	55,000	36,000	19,000
Share LEP	45%	68%	-

LEP = Limited English Proficient.

Notes: English proficiency is self-reported; ACS respondents must indicate whether they speak English "very well," "well," "not well," or "not at all." "-" indicates a sample size too small to generate result.

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

jobs. These obstacles 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. It is important to note, however, that not all LEP parents of young children have the goal of workforce participation or postsecondary education, and may instead desire to enroll in family literacy or English classes for the purposes of navigating daily life and local systems and services or for engaging in their children's education.

Diversity in Languages Spoken at Home

The top five languages spoken at home by foreign-born LEP parents of young children in Maryland are Spanish (which comprises 55 percent of the share of all languages spoken at home by this population), Chinese⁴ (6 percent),

⁴ Chinese includes Cantonese, Mandarin, and other Chinese languages.

French⁵ (4 percent), Korean (4 percent), and Vietnamese (4 percent). LEP parents can face language access challenges related to both the navigation and provision of services. This challenge is compounded for speakers of lower-incidence languages other than Spanish, for which programs may lack translated materials or interpreters.

III. Conclusion

Immigrant parents lead an increasingly large proportion of Maryland and U.S. families with young children living in poverty, making them an important target of two-generation programs. 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 inter-generational poverty.

⁵ French includes Patois and Cajun.

About the Authors

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Caitlin Katsiaficas is a Research Assistant at MPI, where she primarily works with the National Center on Immigrant Integration Policy. Her areas of interest include asylum policy, refugee resettlement, and integration.

Acknowledgments

The authors thank the Annie E. Casey Foundation for its support of this study and to Rosa Maria Castaneda from the Foundation for sharing insights and expertise that have enriched their work. They also acknowledge the support received from colleagues, including Michelle Mittelstadt, Jeanne Batalova, Jie Zong, Morgan Hollie, Liz Heimann, Kevin Lee, and Sarah Schwartz.

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Design: April Siruno, MPI
Layout: Liz Heimann, MPI

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Suggested citation: Park, Maki, Margie McHugh, and Caitlin Katsiaficas. 2016. *Sociodemographic Portrait of Immigrant and U.S.-Born Parents of Young Children in Maryland*. Washington, DC: Migration Policy Institute.



Information from the Montgomery Coalition for Adult English Literacy

County Discussion on Approaches to Address Two Generation Poverty in Immigrant Families

Provided by Kathy Stevens

April 17, 2019

Please accept this brief written information from MCAEL. I am sorry that MCAEL staff cannot be with you for this discussion; we were already scheduled to attend a 2-day racial equity training.

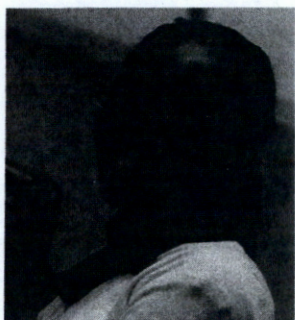
We know that supporting adults in their English language development is key their success in many factors in their daily lives from their work, to health care, to helping their children with school work. In fact, one of the key indicators of a child's success in school is her parents' literacy.

While MCAEL and its providers are not able to fully track longitudinal data on what adult learners experience after taking classes in terms of improved socio-economic status or long-term benefits to their children we can share the following information.

- Many of the MCAEL programs offer child care/education at the time as adult ESOL classes. Several programs have more formal partnerships and organization (examples:
 - Linkages to Learning offers an Early literacy Program for grades K-3 in conjunction with classes at two schools;
 - Literacy Council of Montgomery County partnership with MCPS Head Start;
 - Community Ministries of Rockville provides tutoring for children at one school where classes are offered and that school's teachers have identified children who are behind).
- Of MCAEL program grantees (larger providers, with established classes and largest enrollments, the number of adults who take classes and have young children range from 33% - 75% of their learner population.
- Grantees regularly share success stories that show case significant achievements for parents and children when parents are enrolled in adult English classes. While these are short term outcomes, logic tells us that long-term gains will also be realized for the parent and child.
- A few recent examples of parent success stories:
 - A worker at a fast-food restaurant was promoted to Manager
 - For the annual Read-A-Thon competition, an inter-school competition, adults in a Basic and Level I class are spending time reading together with the children in the Early Literacy Program.
 - A single mother is now able to communicate with her daughter's teachers and communicate with her co-workers. She now wants to stay in Montgomery County instead of returning to her home country and plans to enroll at Montgomery College and hopes her daughter can attend a college like American University.

MCAEL's work to bring more classes to parents is a key component in addressing two generation poverty and the early education of our next generation of leaders. We would be happy to continue to be part of these discussions and data collection.

FINANCIAL SUSTAINABILITY



Communities are stronger when there is a higher average earned income, created by self-sustaining individuals and families.

Individuals are self-sustaining when they can earn more than they need for basic necessities. To improve the income levels in a community, people need access to knowledge and skills.

Higher economic income as a community leads to improvements for all—in housing, amenities, infrastructure, education systems, and health systems.⁴ Thus, the individuals in a community have higher standards and expectations, support the community through more taxes, children gain higher education levels and people live longer.

Economic sustainability means people can choose where to live—whether to rent or own a home. We manage our finances, pay our bills on time and have savings accounts. With more money in the community, we move from subsisting and looking only at basic needs to investing in people and systems around us. An increase in free time and/or expendable income leads to an awareness and heightened care for one's surroundings, and a more optimistic focus on—and investment in—the future.⁵ In addition, children's educational gains increase with increased earnings.⁶ Higher average earned income across a community is characterized by successful outcomes.

SUCCESSFUL OUTCOMES EQUAL STRONGER COMMUNITIES

- Families are financially healthy and comfortable.
- People are educated about and plan for own future and family.
- Individuals have the skills and finances to adapt to changes in life.
- Everyone understands, accesses and navigates financial systems.
- Each person capitalizes on one's own skills and knowledge.
- All have the ability to live on one's own as an individual or a family in a safe environment.
- Individuals have a job or career that one enjoys and at which one can excel at and see a future.

STRATEGIES

Knowledge is the key to higher economic averages. What people know and can do improves both a person's employability as well as general economic growth. To improve their knowledge base, people need to participate in training, higher education, read books, talk to those with expertise and share knowledge across networks.

Individuals with stronger literacy skills will have the opportunity to gain more knowledge to:

- Acquire credentials for a desired job or career;
- Understand and take out home loans;
- Interact in a team on the job;
- Engage in financial planning for the future.

ENGLISH LITERACY CREATES FINANCIAL SUSTAINABILITY

If a learner is in class for 6 hours a week for 40 weeks a year, he or she can...

IN A FEW MONTHS :

- Say the words to describe what he/she can do (I can drive a truck, I can work with computers.)
- Understand a timesheet/schedule in English.
- Identify U.S. money and amounts

IN A YEAR OR TWO:

- Fill in an employment application in English
- Describe what he/she did on the job (I helped customers. I worked at the register.)
- Understand a sales receipt.

IN TWO OR THREE YEARS:

- Read a flyer advertising employment
- Create a resume and interview for a job
- Articulate problems and solutions to a problem in English.

"I have more opportunity in the job in this country. I feel good about learning English, and I like to go to the school. It is hard to learn English. In my country, we speak Spanish and I did not go to high school. English is important... I have my own business. I speak to my customers. When I saw somebody I say they have to speak English in the US."

— Juana, Casa de Maryland

MCAEL

Montgomery Coalition for

Adult English Literacy

www.mcael.org

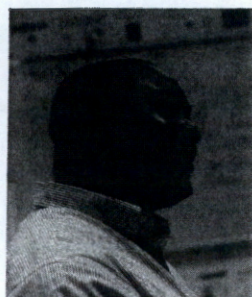
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EDUCATIONAL SUCCESS



Communities are stronger when the general population is literate and educated.

An educated community is made up of people who have the ability to read, complete high school, attend community colleges, receive degrees (BA, MA, PhD) and continue their education (certificates, trainings, conferences, online courses) throughout their lives. To improve the educational success of a community, people need

access to education and to see education as a value.

Higher education levels equate to higher economic growth, higher wages via competition and promote entrepreneurship.² Increased education levels stimulate innovation in communities.

A more literate and better-educated population has a lower incarceration rate, due to an increased access to greater opportunities. Higher levels of literacy lead to less accidents on the job because people can understand warning signs. Participating in education allows individuals to develop and practice critical thinking skills and work in teams collaboratively. Higher education levels lead to more parental involvement in a child's education, which is a key to a child's success in school. Higher skills are connected to higher rates of volunteerism and civic engagement.³ An educated community is characterized by successful outcomes.

SUCCESSFUL OUTCOMES EQUAL STRONGER COMMUNITIES

- Adults and children can access the highest level of education and/or training we want to achieve.
- Individuals understand the value of opportunities, choices and decisions.
- People have understanding and support for their learning.
- Individuals advocate for their own and their children's education.
- People have an opportunity to engage in learning on a consistent basis.
- Individuals demonstrate unlocked potential and the abilities one has.

STRATEGIES

Access to and participation in education is the key to educational success. Education must be valued as a tool for betterment, affordable, and convenient- i.e., offered

at varied times and locations. To change people's education levels, people must be able to read flyers advertising classes, talk to experts about the benefits of additional schooling and share information across networks.

Individuals with stronger literacy skills will be better informed about opportunities, and:

- enroll in community college classes to invest in a career;
- make the choice to commit additional hours to education for longer-term benefits;
- support their children by participating in school activities;
- participate in a training to develop on-the-job skills;
- use information in parenting pamphlets to support their children's development on a regular basis.

"I was afraid to talk to teachers and doctors of my children because I did not understand or speak English. To me it was and is very important to speak and understand English, because I have 2 children in Elementary and Middle School. Now I can speak with the teachers about my children's progress and how to help them. I am so happy because I can do many things for myself and I can help my kids."

- Patricia, Linkages to Learning

ENGLISH LITERACY MAKES OUR COMMUNITY STRONGER

If a learner is in class for 6 hours a week for 40 weeks a year, he or she can...

IN A FEW MONTHS:

- Read a class schedule
- Write a sick note to a child's teacher in English

IN A YEAR OR TWO:

- State education goals in English (I want to be a nurse. I need to study health and math.)
- Read a schedule or course catalog in English

IN TWO OR THREE YEARS:

- Participate in a parent-teacher conference.
- Participate in on-the-job training in English as long as many visuals are used
- Read letters in English from the school with some assistance.
- Help a middle school student with homework.

FURTHER READING:

2. "Making Skills Everyone's Business A Call to Transform Adult Learning in the United States." (2015) U.S. Department of Education. Feb. 2015. Web. <http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/making-skills.pdf>

3. Hernandez, Donald, and Jeffrey Napierala. "Mother's Education and Children's Outcomes: How Dual-Generation Programs Offer Increased Opportunities for America's Children." *Mother's Education and Children's Outcomes* (2014): n. pag. July 2014. Web. <http://1ed-us.org/sites/default/files/MothersEducationandChildrensOutcomesFINAL.pdf>

MCAEL

Montgomery Coalition for
Adult English Literacy

www.mcael.org

HEALTHY FAMILIES

Communities are stronger when the general population is healthy.



A healthy community is made up of physically and mentally healthy families. To improve the health of a community, changes need to occur in three areas—health care, behavior and the socioeconomic structure¹

People must know where we can go for healthcare—a general practitioner, an urgent care or a hospital. A change in healthcare is also an economic issue—for

people to go, we must feel we can afford treatment. People need to know that going to a hospital for a case of poison ivy is going to cost thousands of dollars vs. a hundred dollars at an urgent care facility. Additionally, we will all do whatever we can to stay healthy and make sure our child is healthy; however, we need to know what to do—vaccinations, annual checkups, healthy choices, etc. Healthy families and communities are characterized by successful outcomes.

SUCCESSFUL OUTCOMES EQUAL STRONGER COMMUNITIES

- Individuals and their children have long lives.
- People make healthy choices nutritionally along with other life-style choices.
- All human beings live lives with trust and safety in families and communities.
- Everyone feels confident, positive and connected to others.
- One and all have access to healthcare and utilize that care.

STRATEGIES

Communication is a key component to a healthier community. A large percentage of change is based on personal behavior. To change personal behavior, people need to

be informed. The ability to gain information via flyers, advertisements, other media and talking to other people is vital. The ability to exchange this information provides us with knowledge and encourage us to reflect on our ideas and practices.

Individuals with stronger literacy skills will be better informed about the communities they live in, which results in:

- Families go to the doctor on a regular basis;
- Individuals choose to have fruit vs. fried foods;
- People treat one another respectfully;
- Children use safe walking routes to school;
- Family members talk to one another about their daily lives.

ENGLISH LITERACY MAKES OUR COMMUNITY STRONGER

If a learner is in class for 6 hours a week for 40 weeks a year, he or she can...

IN A FEW MONTHS :

- Say the words to describe ailments in English.
- Fill in a form with basic information if someone walks them through it.

IN A YEAR OR TWO:

- Describe in simple full sentences how they feel.
- Read a medicine bottle/box and follow directions in English.

IN TWO OR THREE YEARS:

- Read a flyer for a health clinic or a pamphlet on a health issue.
- Ask and answer detailed personal health questions, and communicate symptoms to a doctor in English.
- Discuss why he/she should stop smoking or lose weight.

"Maria went to an urgent care center and used the phrases she had learned in class to get the right medical care for her daughter. Most of the time, she told us, she would end up waiting for hours to get a translator. This time, she told the doctor what was wrong with her daughter in English, saying it was an infection in her eye. This helped the doctor to give a targeted examination and prescribe the necessary treatment. All in all, according to Maria, it took a half hour with the doctor before they were on their way home."

— Maria, Impact Silver Spring

FURTHER READING:

"Health-Related Quality of Life & Well-Being." Health-Related Quality of Life & Well-Being. Web. <http://www.healthypeople.gov/2020/topics-objectives/topic/health-related-quality-of-life-well-being>

1. Kindig, David, Paul Peppard, and Bridget Booske. "How Healthy Could a State Be?" Public Health Reports 125.2 (2010): Jstor. Web. <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2821842/>

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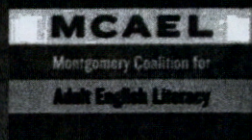


Family Discovery Center

Where families come to learn

The Family Discovery Center (FDC) is a multi-generational program, conveniently located in Rockville, MD, and operating year round to promote adult learning and healthy child development in families with young children.

Part of the Maryland Family Network, the FDC offers adult education and life skills classes to parents, many of whom had interrupted schooling, to promote self-sufficiency and positive parenting skills. Children up to age 4 learn alongside their parents at the Exploration Station child development center where they develop school readiness skills. The Center also provides home visiting services for parents who would like additional support with their parenting roles.



Connect With Us!



www.fs-inc.org

Opportunities for adult learners:

- English for Speakers of Other Languages (ESOL)
- Employment readiness
- Health education
- Basic computer skills
- Parenting Classes



The Exploration Station provides:

- Parent/Child Activities
- School readiness activities
- Family field trips
- Music and art
- Developmental screenings



Eligibility Requirements:

The Family Discovery Center serves Montgomery County residents who are parents of young children (six weeks thru 4 years old).

Call 301-424-2989 to have a Referral Form sent to you.

Discovery Station Early Head Start by the Numbers

The Discovery Station Early Head Start program (DS-EHS) is a comprehensive early childhood development program for pregnant mothers and families with children from birth to three years of age. The program serves families residing in mid and upper Montgomery County, Maryland. During Program Year 2017, Discovery Station Child Development Center in Gaithersburg provided child care for 36 children, many of whom have teen parents enrolled in area high schools. EHS also provided weekly home visiting services to 100 families in its service area. Both program options engage children in quality child development programming and families receive support to meet their children's health, mental health, nutrition and early intervention needs. This Annual Report summarizes services, expenditures and outcomes for the Program Year 2017 that covers the period of July 1, 2017 to June 30, 2018.

Program Enrollment

- Total pregnant women and children served: **224**
- Average monthly enrollment: **136**
- Average enrollment in the Home-based: **100**
- Average enrollment in Center-based: **36**
- Children receiving early intervention services: **24%**
- Families listing Spanish as primary language spoken in the home:
195 (87%)
- Percentage of eligible children served:
Less than 7%



(The *Demographic Snapshot* of Montgomery County, Maryland released in fall 2016 by Montgomery Moving Forward indicates that approximately 3,500 children in Montgomery County, MD, would be eligible for Early Head Start)

Progress with School Readiness Indicators						
Domain	Social-Emotional	Physical	Language	Approaches to Learning	Cognitive	Literacy
SUMMER 2017	89%	87%	74%	90%	87%	66%
SPRING 2018	84%	93%	74%	89%	88%	71%

*Percentages indicate children meeting or exceeding widely held expectations for each domain.

Building School Readiness from 0- 3years

The overall goal of the DS-EHS program is to support families in preparing their children for school through healthy child development and learning. DS-EHS staff use research-based curriculum in both the home-based program and the child development center. Home visitors introduce parent-child activities weekly using the *Parents as Teachers* curriculum. Teachers use the *Creative Curriculum* in lesson planning. Ongoing child observations and assessments are conducted for all children using the Teaching Strategies GOLD system which aligns with the curriculum and measures child growth and development in all domains of learning. The number of children meeting or exceeding widely held expectations this year was consistently high, although Language and Literacy have been identified as areas of focus for the program overall (see summary above).

Developmental screenings are conducted within the child's first forty-five days in the program to determine outstanding needs in the areas of health, mental health and overall development. If a concern is identified, DS-EHS specialists work closely with the family and early intervention specialists to identify and access services. These may include speech and language support, physical therapy, mental health services and family support. During this program year, 24% of the participants in the Discovery Station Early Head Start program received additional early intervention services that are coordinated with the home visiting and classroom curriculum activities.

DS-EHS staff assist families as they transition into Head Start or other early childhood settings when their child turns three years old. Written transition plans include activities to help parents understand what to expect in a new environment, apply for child care subsidies, adjust to another preschool program, adapt to changes in routine, and



visit the new setting. Parents of children with diagnosed disabilities are provided with support as they enroll in new programs and transition from the Montgomery County Infant and Toddler Program to the public schools. Through our partnership with the Head Start and the Prekindergarten division at Montgomery County Public Schools, parents learn about additional educational services available once they age out of EHS.

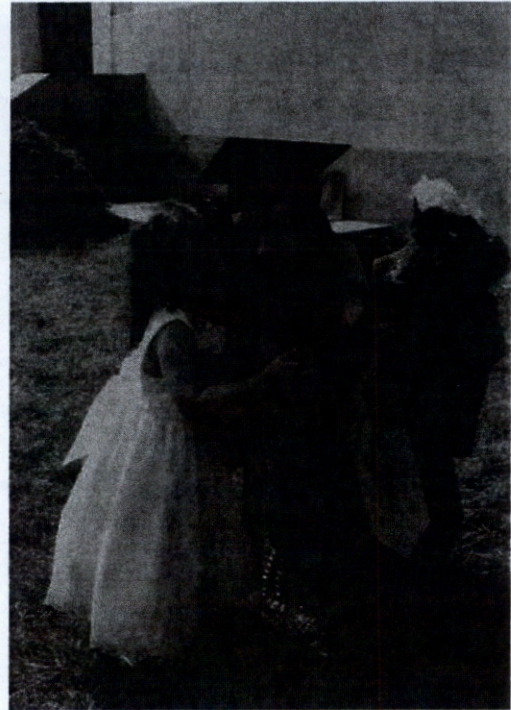
Family Engagement

Family Partnership Agreements support achievement of family and personal goals, such as graduating from high school, finding affordable housing, obtaining and retaining employment or overcoming post-partum depression. The Head Start Parent, Family and Community Engagement Framework is utilized to ensure that the program offers meaningful opportunities for families to make progress in each of the identified outcome areas: self-sufficiency, parent-child relationships, lifelong educators, learners, engagement in transitions, connections to peers and the community, and advocacy.

Families learn about child development and how to support their child's healthy development and learning in both program options. All DS-EHS families have regular opportunities to engage in parenting workshops, parent-child learning activities, and social events. Each year program participants are elected by their fellow parents to serve on the EHS Policy Council. The officers and members of the Policy Council play a key role in program decision making during monthly meetings. All parents are included in the Parent Committees which meet every other month.

The Keys to Success

The DS-EHS Keys to Success program offers wrap around services designed with expectant and parenting teens in mind. During the school year, after school tutoring is offered twice a week with certified teachers. The Keys to Success Coordinator monitors their attendance and grades and provides academic counseling to ensure that participants stay in school and are on track to graduate. A summer program is designed to enhance career and college readiness as well as address many of the unique needs of teen parents through speakers, field trips and peer support.



On-Going Monitoring

- Discovery Station EHS was randomly selected for a site visit by the U.S. Government Accountability Office. Information and documentation regarding enrollment and attendance was requested in advance, and an on-site visit was conducted May 21-23, 2018. As a result of the site visit and review, the recommendation as made to use the Office of Head Start revised eligibility verification form (OMB 0970-0374) as part of the application process. No non-compliance issues were found.
- The Uniform Guidance audit report for Program Year 17 will be completed in February 2019. The Uniform Guidance (formerly A-133) audit report for Program Year 16 was completed in January 2018 and did not include any findings for EHS.
- Under the new Head Start Program Monitoring Protocols, Discovery Station EHS will receive a Focus Area 1 Monitoring Review during the 2018-2019 Program Year.

Discovery Station Early Head Start Annual Report
July 1, 2017 to June 30, 2018

PY2017

Financial Report-July 1, 2017 to June 30, 2018

<u>Public and Private Funding</u>	Budgeted	Actual
Grant – Federal (HHS ACF)	\$1,967,865	\$1,941,134
Food reimbursement program (MSDE)	34,000	31,470
Grants – State (MSDE)	125,153	130,807
Grant – City of Gaithersburg	20,000	20,000
Other Foundation Support	30,000	13,196
In-Kind Support	274,069	330,372
Total Revenue and Support	\$2,451,087	\$ 2,466,979
<u>Program Expenses</u>		
Personnel (salaries, benefits, taxes)	\$1,645,936	\$1,594,198
Facility and occupancy	192,153	187,231
Other Direct Costs	211,993	258,150
Training and Technical Assistance	45,500	45,500
In Kind Support	206,568	219,963
Subtotal Expense	\$ 2,302,150	\$ 2,305,042
Indirect/ Administrative costs (Reimbursed)	\$ 148,937	\$ 161,937
Indirect/ Administrative costs (Actual)	284,338	297,152
Total Program Expenses	\$2,586,488	\$ 2,602,194
Deficit on federal award	- \$135,401	- \$135,215

*For more information contact the Discovery Station EHS Program Director at 301-840-3271
or visit us online at: www.fs-inc.org.*