

# ***Overcoming WIOA's Barriers to Immigrant and Refugee Adult Learners***

**Webinar**

**MPI National Center on Immigrant Integration Policy**

**September 28, 2015**



# Logistics

---

- Slides and audio from today's webinar will be available at: <http://www.migrationpolicy.org/events>
- If you have any problems accessing this webinar, please contact us by email at [events@migrationpolicy.org](mailto:events@migrationpolicy.org) or call +1-202-266-1929.
- Use Q&A chat function on the right of the screen throughout webinar to write questions.
- Or send an email to [events@migrationpolicy.org](mailto:events@migrationpolicy.org) with your question.



# Presenters



**Margie McHugh**, Director, National Center on Immigrant Integration Policy, MPI



**Charles Kamasaki**, Senior Cabinet Adviser, National Council of La Raza; and MPI Resident Fellow



**Paula Schriefer**, President and CEO, Spring Institute for Intercultural Learning



**Art Ellison**, Policy Chair, National Council of State Directors of Adult Education



# MPI National Center on Immigrant Integration Policy (NCIIP)

## Areas of Work:

### ➤ Education:

- Early Childhood
- K-16
- Adult Education and Workforce Development

### ➤ Language Access and Other Benefits

### ➤ Governance of Integration Policy

### ➤ *E Pluribus Unum* Prizes

[www.migrationpolicy.org/integration](http://www.migrationpolicy.org/integration)



# Adult Education and Workforce Services Are Critical to Integration

- ***19.8 million LEP immigrants ages 16+ in US***
- ***11.4 million immigrant adults ages 19+ with less than high school diploma (nearly three times more likely than US-Born)***
- ***System already has a weak record of meeting immigrant and refugee needs: only 1.5% of those served by Title One funds were LEP; adult ESL enrollment dropped by 37% from program years 2007 to 2013***



# WIOA in Brief

- ***WIOA's programs—and the state partnership and investments they require—are the primary vehicle for provision of adult education and training services across the United States***
- ***Reauthorizes WIA; passed July 2014; comments on regulations due June 2015; state plans to be submitted by March 3, 2016***



# MPI NCIIP Reg Comments

- ***Forum on Immigrant and Refugee Access to Adult Education and Workforce Training Services convened***
- ***Primary foci in comments on:***
  - ✓ ***Performance measures***
  - ✓ ***Integrated English Literacy and Civics Education program***
  - ✓ ***Family Literacy***
  - ✓ ***Priority of Service***
  - ✓ ***Access to services for LEP individuals***
  - ✓ ***Use of SSNs to verify outcomes***



# Performance Measures Emphasize Workforce and Post-secondary Outcomes

The law and regulations identify six performance measures:

- 1,2) Percentage of participants in unsubsidized employment during 2<sup>nd</sup> and 4<sup>th</sup> quarters after exit*
- 3) Participant median earnings (unsubsidized employment) 2<sup>nd</sup> quarter after exit*
- 4) Percentage obtaining recognized postsecondary credential or secondary school diploma/equivalent during participation in or within 1 year after exit—only includes participants who are also employed or enrolled in an education or training program leading to a postsecondary credential within 1 year from program exit*
- 5) Percentage of participants who, during a program year, are in an education or training program that leads to a recognized post-secondary credential or employment and who are achieving measurable skill gains, defined as documented academic, technical, occupational or other forms of progress, towards such a credential or employment.*
- 6) Effectiveness in serving employers*



# Presenter



**Charles  
Kamasaki**  
Senior Cabinet  
Adviser  
National Council  
of La Raza

Charles Kamasaki is Senior Cabinet Adviser for the National Council of La Raza (NCLR). In this capacity he serves as a senior member of the management team of NCLR, the nation's largest Hispanic civil-rights and advocacy organization, representing nearly 300 affiliated community-based organizations that serve millions of Hispanic Americans annually. He is also a Resident Fellow at the Migration Policy Institute, where he is working on a book about the Immigration Reform and Control Act, while on partial sabbatical from NCLR.

Mr. Kamasaki previously managed NCLR's research, policy analysis, and advocacy activity on civil rights, education, economic mobility, housing and community development, immigration, health, and other issues. He has authored, co-authored, and supervised the preparation of dozens of policy and research reports, journal articles, and editorials, testified frequently at congressional and administrative hearings, coordinated pro bono litigation and legal analysis, and represented NCLR at research and policy conferences and symposia.

He has served on numerous nonprofit boards of directors, advisory committees, and task forces. Mr. Kamasaki was educated at Baylor University and Pan American University. He is a Resident Fellow at the Migration Policy Institute.

# History of EL/Civics Program

- Created in 1998 as part of “Hispanic Education Initiative” later “Hispanic Education Action Plan”:
  - Inadequate federal attention to Latino education, writ large; particular problem with under-representation of Hispanics in federal programs (Head Start, TRIO)
  - Initial request of \$66 million, equally divided between teacher preparation & EL Civics

# Purpose, Accountability & Context

- Purpose was to fund combined English language and civics education to help immigrants achieve English proficiency, learn about U.S. history and culture, and pass the naturalization test
- Accountability measured by traditional education-, not workforce development-driven metrics
- Broader context:
  - Federal budget surplus
  - “Budget brinksmanship”

# EL/Civics: Funded Year-to-Year through Appropriations Process

Ten Years of EL/Civics Appropriations  
FY 2006-2015

<b>Fiscal Year</b>	<b>EL/Civics Estimated Award Amount</b>
FY 2006	\$67,896,180
FY 2007	\$67,896,180
FY 2008	\$66,709,857
FY 2009	\$67,896,000
FY 2010	\$75,000,000
FY 2011	\$74,850,000
FY 2012	\$74,708,534
FY 2013	\$70,811,239
FY 2014	\$70,811,000
FY 2015	\$71,439,000

Source: <http://www2.ed.gov/programs/adultedbasic/funding.html>

# Importance of Citizenship-Focused Services

- Importance of citizenship is widely recognized for community cohesion and integration of immigrants into U.S. society
- There are 13.3 million LPRs in the U.S., 8.8 million of whom are eligible to naturalize
- Numerous initiatives perennially focus on promoting citizenship: currently, for example, the major new *Stand Stronger* Citizenship Awareness Campaign recently launched by the White House; *Cities for Citizenship* involving 20 major US cities; and the New Americans Campaign involving scores of sites, funders, and national and local immigrant-serving organizations

# EL/Civics Incorporated into WIOA as IELCE

- WIOA creates the Integrated English Literacy and Civics Education (IELCE) program; no longer requires special annual appropriation
- Definition provided under WIOA:

*The term “integrated English literacy and civics education” means education services provided to English language learners who are adults, including professionals with degrees and credentials in their native countries, that enables such adults to achieve competency in the English language and acquire the basic and more advanced skills needed to function effectively as parents, workers, and citizens in the United States. Such services shall include instruction in literacy and English language acquisition and instruction on the rights and responsibilities of citizenship and civic participation, and **may** include workforce training.*

# Will citizenship services survive WIOA's dueling definitions and narrow performance measures?

- Despite a definition of IELCE that emphasizes English literacy, citizenship and civic participation, other language in the law defines the program's goals differently:

*Each program that receives funding under this section shall be designed to—*  
*(1) prepare adults who are English language learners for, and place such adults in, unsubsidized employment in in-demand industries and occupations that lead to economic self-sufficiency; and*  
*(2) integrate with the local workforce development system and its functions to carry out the activities of the program.*

- Adoption of “must” versus “may” definition as envisioned in regulations will put citizenship-focused services beyond the reach of many who need them
- ALSO, the law and regulations do not incorporate instruction design for teaching rights and responsibilities of U.S. citizenship

## Preventing WIOA from Undermining Citizenship-Focused Services

- A purpose of the Adult Education and Family Literacy Act is to: *“assist immigrants and other individuals who are English language learners...in acquiring an understanding of the American system of Government, individual freedom, and the responsibilities of citizenship”*
- State authority to determine levels of integration with workforce services should be preserved
- The Department of Education must take steps to ensure that WIOA structures do not discourage or punish states for providing citizenship services to those who need them.



# Presenter



**Paula  
Schriefer,  
President &  
CEO, Spring  
Institute for  
Intercultural  
Learning**

Paula Schriefer joined the Spring Institute for Intercultural Learning as President & CEO on October 20, 2014. She came to the Spring Institute from the State Department's Bureau of International Organization Affairs, where she was a Deputy Assistant Secretary of State for Human Rights and Humanitarian affairs. Prior to assuming this position, Ms. Schriefer was vice president for global programs at Freedom House, where she oversaw Freedom House's global activities on freedom of expression, internet freedom, religious freedom, and advocacy efforts at the United Nations.

From 2006-2011, Ms. Schriefer was Director of Advocacy for Freedom House, overseeing all of its outreach and communications activities, including foreign policy advocacy, press relations, and coordination with international organizations. From 2001 to 2006 she served as its Director of Programs, overseeing nearly two dozen major program initiatives and thirteen overseas offices established to support independent media, open and transparent governance, civil society development, justice sector reform, and the defense of human rights.

In addition to Freedom House, Ms. Schriefer has worked at the National Forum Foundation and the National Endowment for Democracy. She graduated Summa Cum Laude with a B.A. degree in Russian Area Studies from the University of Denver and completed coursework for an M.A. in Russian and Eastern European Studies at George Washington University.



# Impact of WIOA on Family Literacy

# Title II: Adult Education and Family Literacy Act (AEFLA) under WIA

Purpose of AEFLA was to:

1. Assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency
2. Assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children
3. Assist adults in the completion of a secondary school education

# Measurements under WIA

AEFLA providers reported to state Departments of Education on:

1. Numbers of students in classes
2. Attendance
- 3. Pre-test scores**
- 4. Post-test scores**
5. Employment status at start of class
6. Basic demographic information

# Limitations under WIA

- Title II programs could not instruct content that would fall under Title I or III
- Lack of linkages between various components of system
- Individuals would need to both find out about and access different services at many different offices/locations
- LEP individuals not well served by workforce centers

# Title II: Adult Education and Family Literacy Act (AEFLA) under WIOA

Purpose of AEFLA to assist adults who are parents or family members to obtain the education and skills that:

1. Are necessary to becoming full partners in the educational development of their children; and
2. Lead to sustainable improvements in the economic opportunities for their family

# Measurements under WIOA

## Primary Indicators of Performance:

1. % of ppts who are in **unsubsidized employment** during the 2nd qtr after exit from the program
2. % of ppts who are in **unsubsidized employment** during the 4th qtr after exit from the program
3. **Median earnings** of program ppts who are in unsubsidized employment during the 2nd qtr after exit from the program
4. % of program ppts who, during a program year, are in an education or training program that leads to a **recognized postsecondary credential**, or a **secondary school diploma** or its recognized equivalent, during participation in or within 1 year after exit from the program
5. % of program participants who, during a program year, are in **an education or training program** that leads to a **recognized postsecondary credential or employment** and who are achieving measurable skill gains toward such a credential or employment
6. Separate indicators for youth

# What's Missing?

Primary Indicators of Performance that measure educational or integration goals, e.g.:

1. Percentage of program participants who make gains of at least one level
2. Percentage of program participants who use skills gains to increase or improve communication with children's schools
3. Percentage of program participants who use skill gains to increase engagement in their communities
4. Percentage of program participants who use skill gains to attain citizenship

# Who Could Get Left Out?

1. LEP and low-educated individuals
2. Caregivers of children without workforce or postsecondary educational goals
3. Elderly immigrants and refugees seeking citizenship
4. Self-employed and entrepreneurs
5. Undocumented immigrants

# Examples from the Real World

- On average, Spring Institute serves 420-500 students a year.
- Approximately 335 students are English as a Second Language (ESL) students. Over 200 of those students are considered to be most in need because their levels are below the High Intermediate level.
- 54% of all ESL level students who are pre and post tested make educational functioning level gains based on standardized assessments.
- 61% of all ABE/ASE level students who are pre and post tested make educational functioning level gains based on standardized assessments.

# Top 5 Goals for Students

- Improve English language skills (97 students)
- Increase involvement in community activities (97 students)
- Increase involvement in children's education (56 students)
- Improve employment (55 students)
- Get a driver's license (41 students)

# What Can States Do?

1) Performance targets can be adjusted by program and according to baseline established participant characteristics, including:

- indicators of poor work history
- lack of work experience
- lack of educational or occupational skills attainment
- dislocation from high-wage and high-benefit employment
- low levels of literacy or English proficiency
- disability status, homelessness, ex-offender status,
- welfare dependency

2) Establish state/local indicators of performance based on educational attainment, civic engagement, etc.



# Presenter



**Art Ellison**  
Policy Chair,  
National  
Council of  
State Directors  
of Adult  
Education

Art Ellison is the Policy Chair for the National Council of State Directors of Adult Education (NCSDAE); and Bureau Administrator for Adult Education in the State of New Hampshire, a position he has held since 1980. As the New Hampshire State Adult Education Director he works with the executive and legislative branches of government while administering a statewide network of adult education services for approximately 8,000 students annually.

As the Policy Chair for NCSDAE, Art coordinates their advocacy efforts in Washington, DC. He helped to create and now manages the National Single Point of Contact Network which was established by the Council to build support for adult education funding and policy at the national level. Art has testified before various committees of Congress on the need for additional resources for adult education.

Art has a long history of managing advocacy campaigns for adult education funding and legislation at the state level. He provides training on the Politics of Adult Education for state-level adult education advocates throughout the country. Over the years he has served on the Board of Directors and been associated with the Highlander Center in New Market, Tennessee, the legendary adult education program known for its work in training union organizers, civil rights workers, and local community activists throughout the southern U.S. He received the Literacy Leadership Award from the National Coalition for Literacy for his work in restoring \$363 million in federal funding to adult education programs in 2005. Art received a B.A. from Earlham College, a MAT from Northwestern University and an Ed.D in adult and community education from the University of Massachusetts.

# Overcoming WIOA's Barriers

Art Ellison

Policy Chair, National Council of State  
Directors of Adult Education

# EL/Civics

## WIOA

Key issues:

Interpretation of Definitions: (Integrated Education and Training, Integrated English Literacy and Civics Education, Workforce Preparation Activities) (law, proposed regulations)

Connection to State Funded Adult Education Programs (maintenance of effort, requirements for non-federal share)

Importance of State Unified/Combined Plans (timelines for each state, process for approving plans at the state level, final approval by Secretaries of Labor and Education)

# EL/Civics WIOA

Key issues (cont.)

Documentation of Students (Soc. Security #'s)

Status of EL/Civics Students (employed,  
unemployed, not in the labor force)

# EL/Civics WIOA

## Key Impact Points

- State Plan Development Process
- (Timeline: Focus groups, public hearings, State WIB Approval)
- Approval by Secretaries of Labor, Education
- RFP Process for approving local adult education program applications
- Definitions of key EL/Civics Terms by State Adult Ed. Office
- Position of State Adult Education Office on Social Security # issue



# Q & A

## Use Q&A chat function to write questions

Or email [events@migrationpolicy.org](mailto:events@migrationpolicy.org) with your questions

- Slides and audio will be available at:  
<http://www.migrationpolicy.org/events>
- The commentary *Danger Ahead for Aspiring Citizens as New Federal Workforce Law Is Implemented* is available at  
<http://bit.ly/1LArVv7>
- NCIIP's comments on proposed regulations for implementing WIOA are available here:  
<http://bit.ly/1iWnxzV>
- If you have any questions, please email  
[events@migrationpolicy.org](mailto:events@migrationpolicy.org)



# Thank You For Joining Us!

## For more information:

**Margie McHugh**

Director of NCIP

Migration Policy Institute

[mmchugh@migrationpolicy.org](mailto:mmchugh@migrationpolicy.org)

**Paula Schriefer**

President & CEO

Spring Institute for Intercultural  
Learning

[pschriefer@springinstitute.org](mailto:pschriefer@springinstitute.org)

**Charles Kamasaki**

Senior Cabinet Adviser

National Council of La Raza

[ckamasaki@nclr.org](mailto:ckamasaki@nclr.org)

**Art Ellison**

Policy Chair

National Council of State Directors of  
Adult Education

[arthur.ellison@ed.state.nh.us](mailto:arthur.ellison@ed.state.nh.us)

## Reporters can contact:

**Michelle Mittelstadt**

Director of Communications  
and Public Affairs, MPI

[mmittelstadt@migrationpolicy.org](mailto:mmittelstadt@migrationpolicy.org)

+1-202-266-1910

For additional information and to receive updates:

[www.migrationpolicy.org](http://www.migrationpolicy.org)

[www.migrationpolicy.org/integration](http://www.migrationpolicy.org/integration)