

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

Program	Provided By	Description
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

Program	Provided By	Description
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

Place of Birth	Total	% of Foreign-Born	% Under Poverty Threshold
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

Language Spoken at Home*	#	%
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

Children Under Age 18	#	%
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 ©3-4. 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.

The Two-Generation Approach to Poverty in Immigrant Communities

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.

The Two-Generation Approach to Poverty in Immigrant Communities

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**

Barrier	Recommended Strategy
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.

The Two-Generation Approach to Poverty in Immigrant Communities

➤ *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.

The Two-Generation Approach to Poverty in Immigrant Communities

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.

The Two-Generation Approach to Poverty in Immigrant Communities

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?

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The Two-Generation Approach to Poverty in Immigrant Communities

Appendix

Foreign-Born Montgomery County Residents by Place of Birth

Place of Birth	Estimate	Margin of Error	Place of Birth	Estimate	Margin of Error
Americas:	126,455	+/-2,501	Asia:	122,601	+/-1,863
Latin America:	123,164	+/-2,455	Eastern Asia:	43,971	+/-1,545
Caribbean:	16,797	+/-1,108	China:	29,132	+/-1,490
Bahamas	23	+/-27	Hong Kong	1,920	+/-310
Barbados	333	+/-151	Taiwan	5,872	+/-665
Cuba	1,435	+/-349	Other China	21,340	+/-1,337
Dominica	348	+/-228	Japan	2,311	+/-358
Dominican Republic	3,992	+/-698	Korea	12,441	+/-1,121
Grenada	212	+/-132	Other Eastern Asia	87	+/-71
Haiti	2,363	+/-510	South Central Asia:	43,403	+/-1,742
Jamaica	5,084	+/-659	Afghanistan	587	+/-279
St. Vincent and the Grenadines	93	+/-136	Bangladesh	1,734	+/-318
Trinidad and Tobago	2,051	+/-405	India	25,020	+/-1,258
West Indies	336	+/-174	Iran	7,505	+/-789
Other Caribbean	527	+/-211	Kazakhstan	304	+/-125
Central America:	70,204	+/-2,281	Nepal	1,766	+/-547
Mexico	6,979	+/-909	Pakistan	3,854	+/-822
Belize	47	+/-51	Sri Lanka	1,995	+/-443
Costa Rica	567	+/-207	Uzbekistan	447	+/-225
El Salvador	43,013	+/-2,108	Other South Central Asia	191	+/-120
Guatemala	7,854	+/-989	South Eastern Asia:	27,302	+/-1,465
Honduras	7,866	+/-1,224	Cambodia	1,179	+/-435
Nicaragua	3,148	+/-662	Indonesia	1,409	+/-318
Panama	683	+/-218	Laos	253	+/-127
Other Central America	47	+/-48	Malaysia	611	+/-158
South America:	36,163	+/-1,831	Burma	1,163	+/-423
Argentina	1,820	+/-378	Philippines	9,788	+/-963
Bolivia	4,387	+/-733	Singapore	394	+/-213
Brazil	4,756	+/-909	Thailand	1,742	+/-370
Chile	2,058	+/-443	Vietnam	10,737	+/-1,048
Colombia	6,630	+/-922	Other South Eastern Asia	26	+/-32
Ecuador	2,237	+/-478	Western Asia:	7,684	+/-1,001
Guyana	1,881	+/-449	Iraq	619	+/-287
Peru	9,307	+/-957	Israel	2,000	+/-435
Uruguay	555	+/-179	Jordan	467	+/-203
Venezuela	1,710	+/-382	Kuwait	120	+/-68
Other South America	822	+/-248	Lebanon	947	+/-234
Northern America:	3,291	+/-421	Saudi Arabia	438	+/-294
Canada	3,257	+/-419	Syria	621	+/-276
Other Northern America	34	+/-33	Yemen	16	+/-26
			Turkey	1,340	+/-342
			Armenia	414	+/-197
			Other Western Asia	702	+/-217
			Asia,n.e.c.	241	+/-108

The Two-Generation Approach to Poverty in Immigrant Communities

Place of Birth	Estimate	Margin of Error
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

Place of Birth	Estimate	Margin of Error
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

The Two-Generation Approach to Poverty in Immigrant Communities

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

Program	Location	Services Offered
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

The Two-Generation Approach to Poverty in Immigrant Communities

Program	Location	Services Offered
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