State and Local Opportunities for Immigrant Workforce & Adult Education Policy

Welcoming Interactive  
April 20, 2017
Goals for today’s discussion.

Our hope is that you will gain:

- **Context** to deepen your understanding of immigrant workforce and adult education policy and funding
- **Examples** of how your peers are advancing immigrant-friendly policies within workforce and adult education
- Knowledge of **levers** you can use & **tools** you can adapt to advance such policies
Making policy in tumultuous times
Even in the midst of urgent immigration policy demands...
...it’s important to also prepare for the longer term.
Keep in mind…

• Policy ideas can be “approximately right” for your community even if they are not *precisely* right.

*Think flexibly!*
Understanding today’s workforce and adult education policy landscape
A little historical context.

Modern federal workforce programs began as part of War on Poverty undertaken by President Lyndon Baines Johnson. They have included:

• Manpower Development and Training Act (1962-1973)
• Comprehensive Employment and Training Act (1973-1982)
• Job Training Partnership Act (1982-1998)
• Workforce Investment Act (1998-2014)
• Workforce Innovation and Opportunity Act (2014-present)

CETA represents the "high-water mark" for federal investment, with funding of $18 billion (in today’s dollars) in 1979.*

Today’s workforce system emerged from the cauldron of the 1960s.

- Kerner Commission report established a shared public understanding of issues

- Helped give birth to many programs we know today
Fast-forward to today.

- Federal legislation provides **funding and a framework** for state and local activity on adult education and workforce.
- But **lack of data** can make it hard to tell how immigrants are being served.
Local stakeholders can innovate within federal policies…

- Workforce Innovation and Opportunity Act (WIOA)
- **Perkins** Career and Technical Education (CTE) Act
- Higher Education Act (HEA) (*includes Pell Grants*)
- Community Development Block Grant/Community Services Block Grant (CDBG/CSBG)
- Supplemental Nutrition Access Program Education and Training (SNAP E&T)
...and stakeholders can also establish their own state or local policies.

- Iowa’s PACE Act
- Colorado’s Career Pathways legislation
- Minnesota’s FastTRAC/Pathways to Prosperity
- Pennsylvania’s sector partnerships funding

...and more!
So let’s get to some examples!
First, we’ll look at local innovation *within* federal policies
Community Development Block Grants (CDBG)
Case Study: Seattle’s Ready to Work

For low- and moderate-income immigrants and refugees who:

• Are in the workforce (employed or looking for work)

• Have limited English proficiency (levels 1 to 3 on the National Reporting System)

Photo courtesy of Seattle Office of Immigrant and Refugee Affairs.
Key Partners

- Seattle Mayor’s Office
- Seattle City Council
- Three city agencies:
  - Human Services Department
  - Office of Economic Development
  - Office of Immigrant and Refugee Affairs
- Community stakeholders
- Community-based providers
• **Ready to Work** combines English as a Second Language classes with computer literacy instruction and case management to help immigrants gain job readiness skills and take steps toward economic self-sufficiency

• Seeks to bridge the programmatic gap between community-based ESL and higher-level programs such as I-BEST

www.seattle.gov/iandraffairs/RTW

*Photo courtesy of Seattle Office of Immigrant and Refugee Affairs.*

www.nationalskillscoalition.org
Funding Mechanism

- Community Development Block Grants (CDBG) are federal funds allocated by Congress through the US Department of Housing and Urban Development (HUD)

- Administered at the state or local level

Learn more:
Policy & Partnership Opportunities

• Bringing adult education and immigrant skill-building in to **community development** strategy and planning conversations

• **Braiding** together federal and local funds to accomplish community goals

• Drawing on local commitments to equity (such as Seattle’s **Race and Social Justice Initiative**) to build support for immigrant skill-building programs

www.seattle.gov/rsji/about
The Takeaway

• Seattle funded a detailed evaluation of Ready to Work
• RTI International conducted the evaluation
• Results may be useful for others interested in replicating the program

Learn more about Ready to Work: www.seattle.gov/iandraffairs/RTW
Another example: English for Entrepreneurs

**Funding Source:** Federal Community Development Block Grant (CDBG) funds via city

**Target Population:** Immigrant entrepreneurs in low-income neighborhoods

**Service Provider:** Nonprofit immigrant/adult education organization

**Contracting Partner:** City Department of Commerce

**Example:** Philadelphia, PA
What are the policy lessons?

• Take advantage of local mandates (Seattle’s RISJ)

• Identify ways that addressing immigrant skill gaps can meet broader city or state goals (Philadelphia’s commercial corridor vitality)
Institute of Museum and Library Services (IMLS) grants
Case Study: Rhode Island’s ALL Access

• **Adult Lifelong Learning (ALL)** Access program is open to working-age adults

• Target populations include:
  – People with low educational attainment
  – People with limited English or technology skills
  – People with disabilities
Key Partners

- Rhode Island Institute for Family Literacy
- Providence and Cranston Public Libraries
- Community organizations and stakeholders
- ...and many more!

http://allaccessri.org/partners/
Program Model

• Creates **Learning Lounges** at public libraries

• Open to any adult who wants help meeting education and/or career goals

• Lounges provide:
  – Staff and space for both technology-enabled and teacher-supported learning
  – One-on-one technology instruction
  – Job Clubs

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Funding Mechanism

Institute for Museum and Library Services National Leadership Grants (3 types):

• **Grant Amounts:**
  - Project & Research: $10,000-$2,000,000
  - Planning: up to $50,000
  - Nat. Forum: up to $100,000

• **Grant Periods:**
  - Up to 3 years for Project Grants.
  - Up to 1 year for Planning Grants and National Forum Grants.

www.imls.gov/grants/available/national-leadership-grants-libraries
The Takeaway

• To date, hundreds of individuals have used Rhode Island’s ALL Access program

• Learn about ALL Access: http://allaccessri.org/

• Learn about other IMLS-funded adult education and workforce projects: www.imls.gov/news-events/upnext-blog/categories/695

Photo credit: Cathy Yeulet, copyright 123rf.com
What are the policy lessons?

- Identify partners beyond the workforce system (in this case, public libraries)
- Develop a policy solution that meets multiple populations’ needs (people with disabilities, limited literacy, etc.)
Supplemental Nutrition Assistance Program Employment & Training (SNAP E&T)
SNAP E&T equips participants to find work and move off of public benefits.

- There are 47 million SNAP recipients, but only a fraction have access to SNAP Employment & Training Programs

- States (and counties) have significant leeway in designing the geographic scope, programmatic content, and other elements of their programs

- There are two primary forms of SNAP E&T funding:
  - Program grants, often called 100% funds, given to states based on a formula
  - Reimbursement grants, often called 50-50 funds, through which the federal government reimburses states for up to 50 percent of eligible expenses
Innovative use of SNAP E&T can expand skill-building opportunities.

- State (or county) agencies can form **third-party partnerships** with community-based nonprofits, community colleges, and other stakeholders

- Such partnerships can enable SNAP participants to access **short-term occupational training** and key supports

Case Study: Maryland

- SNAP E&T is run through Maryland’s Department of Human Resources (DHR)
- The state’s program is voluntary for SNAP participants
- A pilot effort is focusing on noncustodial parents in Baltimore
Program Model

• Maryland’s DHR has formed third-party partnerships with community-based organizations and a community college

• Through these partnerships, SNAP participants can enroll in short-term occupational training

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Key Partners

- State Department of Human Resources (welfare)
- Community college
- Community-based organizations
- Philanthropy (as match for 50/50 funds)
**Funding Mechanism**

- **Program grants**, often called 100% funds, given to states based on a formula.

- 50 Percent reimbursement grants, often called **50-50 funds**, through which the federal government provides reimbursements to states of up to 50 percent of actual expenses for:
  - Certain E&T program costs, such as adult education and training,
  - Certain supportive services necessary for individuals to participate in SNAP E&T, such as child care, transportation, and supplies and books.

*In addition, the 2014 Farm Bill provided funds for some discretionary grants to support innovative SNAP E&T pilots.*
Want to enact this kind of policy yourself?

• Use our toolkit!

• Key components of model policies

• State examples

• Legislative template that can be cut-and-pasted to create draft legislation or an administrative (governor’s office or county executive) policy

www.nationalskillscoalition.org/SkillsEquity
There’s one more federal policy we need to talk about...
The Workforce Innovation and Opportunity Act (WIOA)

**Title I (workforce)**
- $2.62 billion in funding
- ~181,000 people served via job training*
- Millions more provided job-search assistance

**Title II (adult education)**
- $600 million in funding
- ~1.5 million people served via classes

* Includes both Adult and Dislocated Worker training participants.
How WIOA Title I funds flow (*simplified*).

Federal Appropriations

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State
Department of Labor (or Workforce, etc.)

Local Workforce Development Boards (WDBs)

Subcontractors*

*As appropriate.*
How do immigrants fit into Title I?

• Title I participants must be legally work-authorized

• Federal policy guidance affirms that Deferred Action for Childhood Arrivals (DACA) recipients are eligible for Title I services
The double-edged sword: Lack of data.

• There is no national data on how many immigrants are served under Title I

• Data on Limited English Proficient (LEP) participants shows:
  – Just 1.5% of Adult participants who received training services were LEP (4,000 people nationwide)
  – Just 1.6% of Dislocated Workers who received training services were LEP (3,000 people nationwide)
Localities can use WIOA to support immigrant workplace acculturation & job placement.

**Funding Source:** WIOA Title I Adult

**Target Population:** Work-authorized immigrant and refugees with limited English

**Service Providers:** Nonprofit immigrant and refugee organizations

**Contracting Partner:** Local workforce board

**Examples:** St. Louis; Philadelphia
Local WIOA policies can also support access to occupational training.

**Funding Source:** WIOA Individual Training Accounts (ITAs)

**Target Population:** DACA recipients

**Service Provider:** Community-based nonprofit with “warm referral” to WIOA Eligible Training Providers

**Partner:** One-stop center

**Examples:** Phoenix, AZ
State workforce boards can issue guidance for local boards.

- The California Workforce Board and Employment Development Department collaborated on a policy directive regarding state and local WIOA planning.

www.edd.ca.gov/jobs_and_training/pubs/wsd16-07.pdf
State boards can encourage local innovation by providing examples.

- California issued policy brief highlighting opportunities to improve services to English Language Learners

- Learn more:
  
  http://tinyurl.com/ELLbrief

What are the policy lessons?

• Identify the point of pressure (workforce board, state labor agency) you want to influence

• Be prepared with examples or draft language to share

• Take advantage of political moments & well-informed bureaucrats!
There’s another part to WIOA…

**Title II (adult education)**

- Adult Basic Education
- Adult Secondary Education (high school equivalency)
- English language acquisition

*This is a non-exhaustive list.*
How WIOA Title II funds flow (simplified).

Federal Appropriations

$\rightarrow$

State
(Department of Education)

Community-Based Organizations*
(CBOs)

School Districts*

Community Colleges*

Other Providers (e.g. libraries)*

*In some states.
How do immigrants fit into Title II?

- Title II - Adult Education
  (silent on immigration status)
  - Adult Basic Education
  - Adult Secondary Education
  - Integrated English Literacy/Civics Education

Photo credit: Flickr user Skyline_College. Used by permission under a Creative Commons license.
Here again: a lack of data.

• There is no national data on how many immigrants are served under Title II

• Data on participants who were educated outside the US shows 551,000 people served (36% of total participants)
Local policies can facilitate connections between adult education and workforce.

- Adult educators’ presentation to the workforce board raised awareness of issues facing ELL jobseekers.

- Next, they worked to develop joint orientations for jobseekers.

- And began collaborating to develop short-term occupational training.
State-funded adult education partners can lead the way on holistic metrics.

- Establishing a **framework** for immigrant integration, including metrics
- Collaborating in a **collective-impact model** with public and private partners
What are the policy lessons?

- **Bring your expertise** to potential partners who may be unfamiliar with your field

- Think creatively about how to move from isolated referrals to **systems alignment**
Now let’s talk state-level policies
First up: Career Pathways
Career pathways enable adults to progressively build skills and acquire credentials.

- Pathways feature **multiple entry and exit points**, allowing people to move in and out of the job market as necessary.
- CPs are a required activity under WIOA; formally defined in WIOA for the first time in federal law.
- Some states began innovating in this area long before WIOA.
The term “career pathway” means a combination of rigorous and high-quality education, training, and other services that—

(A) aligns with the skill needs of industries in the economy of the State or regional economy involved;

(B) prepares an individual to be successful in any of a full range of secondary or postsecondary education options, including registered apprenticeships;

(C) includes counseling to support an individual in achieving the individual’s education and career goals;

(D) includes, as appropriate, education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster;

(E) organizes education, training, and other services to meet the particular needs of an individual in a manner that accelerates the educational and career advancement of the individual to the extent practicable;

(F) enables an individual to attain a secondary school diploma or its recognized equivalent, and at least 1 recognized postsecondary credential; and

(G) helps an individual enter or advance within a specific occupation or occupational cluster.
State career pathways policy in action: Colorado

**Career Pathways Legislation** House Bill 1165, 2013 and House Bill 1274, 2015:
- Manufacturing, construction, healthcare & IT
- Curriculum and instruction that integrate learning and work
- Academic and career counseling, particularly at transition points
- Input from sector partnerships

**Adult Education & Literacy Grant Program** HB 1085 (2014)
- Grants to adult education programs for basic skills development
- Must partner with workforce development programs that provide occupational skills training

**Accelerated Certificates Program** HB 1005 (2013): Authorizes community college board to create integrated education and training certificate programs
Another state example: Minnesota

**Funding Source:** Minnesota state FastTRAC; private philanthropy

**Target Population:** Immigrants with basic skills gaps

**Service Providers:** Immigrant/refugee nonprofit; community college

**Contracting Partner:** Various

**Example:** St. Paul, MN
NYC: Applying an immigrant lens to a municipal initiative.

• NYC’s **Career Pathways initiative** is nationally pioneering, but lacked detailed attention to immigrants

• Immigrant advocates issued a follow-up report exploring how the city’s CP goals could include immigrants **in order to succeed**
Sector Partnerships
Sector partnerships bring together employers to identify talent gaps.

- Also known as industry partnerships
- Bring together multiple employers in the **same industry** to identify skill gaps and potential talent-pipeline solutions
- Other partners often include education and training providers; workforce boards; philanthropy
- Gives **small & mid-sized employers** a voice at the table

Photo credit: Dmitriy Shironosov, copyright 123rf.com

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Sector partnerships often focus on industries that employ immigrants.

• Healthcare
• Hospitality
• Construction
• ....and more
What sector partnerships do:

- **Analyze** an industry’s current and future skill needs in a local area and identify occupations with skill gaps
- Develop a **plan** to close skill gaps in the industry
- Assist in implementation of that plan by carrying out activities such as:
  - **Identifying common skill standards** and promoting industry-recognized credentials
  - Creating or **informing training programs** and curricula for unemployed or incumbent workers
  - Assisting in creating career pathways that lead to skilled jobs in the sector
What can a partnership serving immigrants look like?

- BSP is a nonprofit labor-management partnership offering numerous skill-building opportunities to new and incumbent workers in California.

- Among them is the Green Janitor Education Program; prepares janitors to work in LEED-certified buildings.
State sector partnership policy in action: Pennsylvania

• Pennsylvania’s industry partnership program was created by statute (Act 67 of 2011). The law helped establish industry partnerships as a key element of the state’s overall workforce development strategy.

• In 2014, Pennsylvania provided $1.7 million in grants to 20 sector partnerships.

• Pennsylvania also provides technical assistance to partnerships.
Find out if *your* state provides funding or other support for sector partnerships.

- NSC has published a 50-state scan showing the **current status** of sector partnership policies in each state
- We also have a **policy toolkit**

www.nationalskillscoalition.org/state-policy/sector-partnerships
Integrated Education and Training
Integrated Education and Training helps workers build two types of skills at once.

- IET provides dual instruction in basic skills (e.g., English, math) and an occupation or industry
- The best-known model is Integrated Basic Education and Skills Training (I-BEST)
- IET is a required activity (to a narrow extent) under WIOA, but some states began innovating 7-10 years ago

Photo credit: Cathy Yeulet, copyright 123rf.com

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IET state policy in action: Iowa

Pathways for Academic Career and Employment (PACE), Act Chapter 260H (2011)

- Targets low-income participants
- Integrates basic skills and work readiness with occupational training
- Customized case management and support services: career navigators
- Focus on in-demand occupations
- Opportunity to form sector partnerships as part of program
What does “good” IET look like from an immigration perspective?

- Provides high-quality opportunities to build English skills along with in-demand occupational credentials
- Can be inclusive of immigrants at various education levels
- Interviews with IET practitioners: www.calpro-online.org/onlinevideolibrary/iet.asp

Photo credit: Flickr user UNH Manchester. Used by permission under a Creative Commons license.
Tools for helping your state go beyond WIOA’s requirements in implementing IET.

• NSC’s 50-state scan shows where your state stands on IET policy

• Our policy toolkit showcases states with strong policies & provide a legislative template for you to use

www.nationalskillscoalition.org/skillsequity
Workforce Data Tools
Longitudinal data can reveal opportunities to improve skills policy.

- A **bird’s-eye view** of education and workforce data can help identify bottlenecks that affect immigrants.

- E.g., Washington State used a **pathway evaluator tool** to ID the problem that led to the creation of I-BEST.
Learn more and get resources:

• NSC’s affiliate Workforce Data Quality Campaign publishes an annual state snapshot on workforce data policy

• WDQC’s website offers a host of policy resources

www.workforcedqc.org
And finally...
Let’s think outside the box a little
Susan Harwood
Occupational Safety and Health Administration (OSHA) grants
Case Study: Brazilian Immigrant Center

- A 17-year-old organization located in Allston, MA (Boston area)
- Worker center with strong emphasis on domestic workers, construction workers, and other day-labor positions

www.braziliancenter.org

www.nationalskillscoalition.org
Program Model

• Safety training provided to vulnerable Latino and Brazilian construction workers and small employers

• 5-hour training on fall prevention in residential construction; focus on roofing, proper use of ladders, scaffolds; also worker rights

• Training provided in English, Portuguese, and Spanish

Photo credit: Brazilian Immigration Center, Inc.

www.nationalskillscoalition.org
Key Partners

- Employers (primarily small construction companies)
- Workers (mostly Brazilian and Latino residential construction workers)
- OSHA

Watch the Brazilian Immigrant Center’s Portuguese-language safety video: http://tinyurl.com/BrazilianOSHA
Funding Mechanism

• **Susan Harwood training grant program** (US Department of Labor, Occupational Safety and Health Administration)
  
  • Annual grants totaling approximately $10 million; individual grants range from approximately $80,000 to $150,000 per organization.

More about Susan Harwood grants:  

List of grantees:  
Policy & Partnership Opportunities

• **Connections** between workers’ rights/worker justice and skill-building organizations

• Opportunities to **vertically integrate** by sharing worker and practitioner wisdom upwards to agencies, while relaying key occupational safety and health information down from partners.
Building Community Partnerships to Support Immigrant Workers
Case Study: Neighbors Link & Westchester Community College

• Serving immigrants in suburban Westchester County, NY

• Many have limited formal education (3rd/4th grade level in home country)

• Existing community-college courses not a fit at this stage
Program Model

• Newly developed **Home Companion Care** certificate
• 20-hour curriculum created by college’s ESL staff
• Offered on-site at **community location**
• **Stackable program** allows eligible graduates to progress to college’s additional 40-hour Personal Care Assistant certificate
Key Partners

• Peer learning from two model programs:
  – Instituto del Progreso Latino (IL)
  – Casa de Maryland & Prince George County Community College (MD)

• Guidance from the National Council for Workforce Education
Policy and Partnership Opportunities

• Bringing community colleges together with new partners such as day-laborer worker centers

• Using data to develop job-driven education and training programs
Funding Mechanism

- Private philanthropic dollars from the Annie E. Casey Foundation and Ford Foundation

- See more case studies from the Building Community Partnerships to Serve Immigrant Workers initiative:

  [www.ncwe.org/?page=BCPIW](http://www.ncwe.org/?page=BCPIW)

*Photo credit: A. Singkham, copyright 123rf.com*
One last example from adult education:

**Funding Source:** Local City Council appropriations

**Target Population:** Potentially DACA-eligible young adults

**Service Provider:** Numerous; coordinated in part through NY Immigration Coalition

**Contracting Partner:** NYC Dept. of Youth & Community Development

**Example:** New York City
What are the policy lessons?

- Take advantage of **natural cohorts** of immigrant workers to identify opportunities for skill-building

- Don’t assume that policy can’t make **positive change** even for marginalized groups

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Where to from here?
Let’s talk leverage.
Consider your pressure points.

Who sits on your state or local workforce board?

What guidance has your state board released for local/regional areas?

How does your state or local WIOA plan say?

How is your local workforce board implementing career pathways?

How are adult education partners helping to inform strategies such as Integrated Education and Training?

How is your state board collaborating with your state adult education agency?
What we *do* know

- Even in a tough policy environment, **advocacy can be effective**
- Policies enacted at the state and local level have the power to **measurably improve** people’s lives
The bottom line: You have power.

• As an advocate, you have tools to help immigrants build skills and earn family-sustaining wages

• NSC can help you identify, develop, draft, and advance policy in your state or locality

www.nationalskillscoalition.org
How NSC can help:
A menu of technical assistance

- Policy analysis
- Policy development
- Strategic communications
- Coalition-building
- Engaging business voices
- Mobilization

Photo credit: Brent Hofacker, copyright 123rf.com
Ready for lift-off:

• What ideas **resonate** most with you?

• Can you identify one area where you are **ready to act**?

• What **technical assistance** do you need to take action?

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A final reminder: Both matter.
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Contact

Amanda Bergson-Shilcock
Director of Upskilling Policy
215-285-2860
AmandaBS@nationalskillscoalition.org