

The Integration Policy Agenda: US and California
Briefing for Grantmakers Concerned with Immigrants and Refugees
November 23, 2009, San Francisco, CA

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About MPI

The Migration Policy Institute's National Center on Immigrant Integration Policy (<http://www.migrationinformation.org/integration/>) is the only national think tank dedicated to migrant issues, both domestic and international. The organization is only ten years old and operates with less than 30 staff members. The Center strives to: increase awareness, create a more coherent and knowledge driven field, identify and promote effective policies and practices, and build the knowledge and skills of state and local elected officials and administrators.

Michael's Favorite Factoid: The U.S. represents 5% of the world's total population, 20% of the world's migrants (200,000 million), and ¼ of all children in U.S. are children of immigrants. In addition, immigrants are ½ of the low-skilled workers in the U.S.

Today's presentation will cover four key components: health care, workforce and the Workforce Investment Act (WIA), K-12 and the No Child Left Behind Act (NCLB) and the Dream Act, all of which relate to comprehensive immigration reform.

Workforce and WIA

Reauthorizing WIA: Title II Funding Formula:

- Now omits LEP adults with a high school degree.
- May underweight less educated LEPs who need ESL and basic education.

Key MPI findings Nationwide:

- 22 million LEP adults - over half have a high school education or more
- LEPs overrepresented among those with less than a high school education
- The top ten states with the largest number of LEP adults: California, Texas, New York, Florida, Illinois, New Jersey, Arizona, Massachusetts, Georgia, and Washington – California is number one with 47% of the LEP adult population having a high school education or more.
- LEPs without an high school education are concentrated in California and the Southwest (Arizona, Texas, and Georgia). Texas is ranked number 2 after California.
- The majority of LEP adults that have a high school degree or more are located in Washington, Florida, Massachusetts, New Jersey, New York, and Illinois.

(See MPI's PPT presentation – slides 6 and 7)

Policy Implications: Beyond WIA:

- Make WIA Title II funding more responsive to high and low skill LEPs
- Integrate language and job training
- Expand accountability not just K-12, but in the adult education system
- Improve transitions LEP and low educated
- Anticipate CIR in planning

LEP Enrollment Growth in the United States, 1996-2006:

- Between 1996 and 2006 there was high rapid increase of LEP enrollment but total enrollment over the ten year period remained overall flat.
- There were 5.1 million limited English proficient school children in 2005-2006, representing 10 percent of enrolled students.
- In California, most LEP children are native born. Children (ages 11 through 18), 57% are second and higher generation children and 79% in ages 5-10.

(See MPI's PPT presentation – slides 9 and 10)

- In 2009, the percentage of California 8th graders scoring at or above proficiency in math showed that former ELL students are significantly behind the non-ELL class – 17 versus 31. *(See MPI's PPT presentation – slide 11)*

No Child Left Behind Act (NCLB) and the Policy Landscape:

- Preserve accountability for ELLs (want to change the level accountability or soft change)
- Monitor ELL spending through Titles I and III
- Monitor high ELL schools in transformation
- Ensure ELL success represented in i3

Bilingual education falls under Title III – money flowing into Title I. LEP saturated schools that typically haven't made standards – make sure they are the focus on these new transformation dollars and utilize lessons learned.

Waters are much swifter now and the real immigrant integration work is being nested in community colleges, outside of the traditional vehicles, etc. State level initiatives are important as they harness these movements in non-traditional policy movement.

So many states are so far behind in knowing where the money is going and how it affects the schools, etc. Not any thought to what the ELL need are as schools transform and reorganize in a tough economy.

The Gates Foundation is looking at education but more in workforce development. MPI is working with them by looking at specific states as sectors and what the needs will be in these sectors ten years out, including what the service and income needs are so that the then 16-24 year old population will have a better chance at success.

If you really want to address these agenda's the DREAM Act is critical because the 16-24 year old population is a high undocumented population.

Washington is looking at the simple change of increasing financial aid and making it available to part-time students rather than just full-time students to increase student success outside of the first year of college.

Health Care

The Issues:

- Exclusion of unauthorized immigrants from benefits/plans
- Exclusion of recent legal immigrants from benefits; subsidies (There is a 5-year ban on Medicaid for legal immigrants).
- Verification: original documents?

Select MPI Findings:

- Immigrants are 14 percent of the US population *but* 29 percent of the uninsured population.
- Almost *one third* of unauthorized immigrants have employer coverage
- Legal and unauthorized immigrants are concentrated in small firms and are uninsured
- 1 in 10 uninsured is an LPR; 1 in 8 unauthorized
- Lesson Deficit Reduction Act (DRA): tough verification hurts citizens

Implications for Comprehensive Immigration Reform and California:

- Political capital earned? Spent?
- Imbalance political advocacy – limited opposition to 5 year bar
- Implication for public hospitals
- Worst to come? Duty to serve?
- Implications for CIR/legalization costs

Margie feels that the worst of the anti-immigrant sentiment is yet to come.

Public hospitals are really in trouble. They agreed to significant federal cuts but are key to supporting immigrants – especially undocumented. The issues of legal immigrants still barred for so many years as they go through the legalization process will require them to remain uninsured or pay out of pocket health expenses. One of the unanswered questions is if emergency care services for the undocumented would be eliminated. Hospitals have a duty to serve regardless of status and insurance. Will hospitals push back?

Why Focus on CIR?

Serves Principals:

- Maximize coverage
- Max opportunities to prove eligible
- Legalize family members
- Earn legalizations following registrations

Legalization:

A profile of the unauthorized in California:

- 2.7 million unauthorized
- 22 percent of US unauthorized population
- 7 percent of CA population
- 15 percent of CA children one or more unauthorized parent
- 10 percent of CA workforce
- 1/3 < 9th grade education
- ¼ LEP
- ½ long-term (10+ years) versus 1/3 for US

Technical Issues within the Integration Title:

- Adult English Instruction
- Health Care Coverage
- State and Local Impact Aid
- Congressional Budget Office (CBO) Score: the fiscal impact

These are essential issues for right now because they affect the workability of the bill and whether we can achieve these pieces. The 1996 bill resulted in 16 class action lawsuits that some are still being resolved today. How do you prove continuous presence? How do you account for brief and casual departures? All of these nuances have to be worked out in this legislation.

ESL Need: Unauthorized

- 6.4 million unauthorized immigrants need English instruction
- Assuming 110 hours to increase one ESL level:
 - 319 million hours per year to bring unauthorized to English proficiency
 - 1.9 billion hours over 6 years to reach English proficiency
- California is number one of the top ten states in hours of ESL required. Texas ranks number 2.

Setting the Standard:

- Meet standard or attempted to enroll in class
- Meets or enrolled in classes
- Passes “English Portion of Citizenship Exam”
- Other National Reporting System Level 3 or 4. How would you assess that? Level 4 you could pass the citizenship test.

Means of Assessing English Proficiency:

- “Citizenship Exam”
- NRS-Pegged Exams: CASAS, others?
- TOEFL

- SAT, GRE, other secure, standardized tests

Who pays the cost to become English proficient?

- Full cost borne by applicants? (several billion dollars)
- Tax deductible
- Federal/state match
- Impact aid – Social Security Suspension Fund

Quality – Impact – Leverage Challenges:

- Require quality and accountability
- High-impact instruction vs. EL-civics only
- Align with adult education reform agenda
- The risk of being a volunteer driven program is that it may not leverage the level needed.
- Need to understand the impact – 95 percent of Adult ED comes from California.

More mundane aspects of implementation: On the ground what do we want to do to get institutions ready?

A PPT is being developed for immigrants to be informed about the legalization process, the dangers of notarios.

ESL providers will be on the frontlines of answering questions and providing resources for immigrants inquiring about the legalization process.

Technological advancements have vastly improved since the passage of IRCA in 1986, which will greatly improve the legalization process if CIR were to pass.

Web 2.0 based functions can be used to leverage the resources of the service provider community and it would benefit the ESL teachers too! ILRC got a grant from Blue Shield of California to pilot.

DREAM Act:

- Large number low-educated LEP youth (barriers to even provisional status)
- Large number low-income (work/family obligations and financial aid need)
- **Most significant barrier: Affordability**, PELL Grants are not included.
- State planning and CC capacity-building needed now

There is hope for the Dream Act. Major work is being done on it including showcasing the different scenarios that undocumented students go through, not just showcasing the valedictorians. We need to know how many are low-income students, where they are located, etc.

Margie is organizing a working group on the DREAM Act with colleges in California and trying to bring the community college world together with other stakeholders. There is great opportunity and a lot of political capital there. The working group Margie is thinking of is really focused on practitioners and leadership but they need more of a map on how to negotiate that in California and would appreciate suggestions and connections. There is a lot more accountability on the adult education side since the organization gets denied funding even if one student is missing from class.

Getting Started: Planning a Registration Process

- Who should be able to register?
- What should applicants provide?
- What should applicants receive?
- How long should period be?
- What happens to those who do not qualify?
- What information should be kept confidential?

Beyond Registration:

- Eligibility cutoff dates
- Funding – the level and use of fees
- Applicant exemption from inadmissibility
- Burdens of proof
- DHS marketing/communication capacity