SHAPING OUR FUTURES

THE EDUCATIONAL AND CAREER SUCCESS OF WASHINGTON STATE'S IMMIGRANT YOUTH

By Sarah Hooker, Margie McHugh, Michael Fix, and Randy Capps

mpi
MIGRATION POLICY INSTITUTE

SHAPING OUR FUTURES
The Educational and Career Success of Washington State's Immigrant Youth

Sarah Hooker, Margie McHugh, Michael Fix, and Randy Capps

June 2013

mpi
MIGRATION POLICY INSTITUTE

Acknowledgments

The authors would like to acknowledge the Bill & Melinda Gates Foundation for its generous support of this report, as well as the broader scope of work by the Migration Policy Institute's National Center on Immigrant Integration Policy examining the education and workforce success of immigrant youth in five states. The authors also are sincerely grateful to the approximately 70 interviewees in Washington State who shared their expertise and time. Their contributions were invaluable to this analysis. The authors take full responsibility for any errors in interpretation of information and data provided by local sources.

Jeanne Batalova of the Migration Policy Institute (MPI) conducted analyses of US Census Bureau data for the report. The authors also are grateful to Emma Brown at MPI, along with Claire Archer, Erin Cox, Diana Serrano, and other interns for their valuable contributions and insights during the production of this report. They also thank Michelle Mittelstadt and Fayre Makeig for their assistance with editing and publication. Jon Kerr, Director of Adult Basic Education at the Washington State Board for Community and Technical Colleges, and Gabriela Uro, Manager of ELL Policy and Research at the Council of the Great City Schools, also reviewed early drafts of the report.

© 2013 Migration Policy Institute.
All Rights Reserved.

Cover Photo: Courtesy of Seattle World School.
Cover Design: April Siruno, MPI
Typesetting: Erin Perkins, LeafDev

No part of this publication may be reproduced or transmitted in any form by any means, electronic or mechanical, including photocopy, or any information storage and retrieval system, without permission from the Migration Policy Institute. A full-text PDF of this document is available for free download from www.migrationpolicy.org.

Information for reproducing excerpts from this report can be found at www.migrationpolicy.org/about/copy.php. Inquiries can also be directed to: Permissions Department, Migration Policy Institute, 1400 16th Street, NW, Suite 300, Washington, DC 20036, or by contacting communications@migrationpolicy.org.

Suggested citation: Hooker, Sarah, Margie McHugh, Michael Fix, and Randy Capps. 2013. *Shaping Our Futures: The Educational and Career Success of Washington State's Immigrant Youth*. Washington, DC: Migration Policy Institute.

Table of Contents

Executive Summary 1

A. Context of the Report and Study Methodology 2

B. Findings 3

C. Conclusions and the Road Ahead 15

I. Introduction 18

A. Immigrants and Second-Generation Youth in Washington State 18

B. The Higher Education Imperative 18

C. Organization of the Report 19

D. Educating Immigrant Youth: Basic Trade-offs 19

II. Study Approach 21

III. Population and Context 24

A. A Demographic Profile of Washington State's First- and Second-Generation Immigrants 24

B. Unauthorized Immigrant Youth and Opportunities for Legalization 26

C. Immigrant Youth in Washington's K-12 Public Schools 26

D. Washington State's Postsecondary Education Institutions 31

IV. High School Achievement and Completion 35

A. K-12 Funding for ELLs in Washington State 38

B. Teacher Training and Professional Development 39

C. Tailored Programs and Supports that Respond to Diversity within the ELL Population ... 43

D. Flexible Approaches to Time and Credit Accumulation 46

V. Preparation for College and Careers 49

A. College Knowledge 50

B. Access to College-Preparatory Curricula 52

C. Building Students' Career Skills 55

D. College Affordability and Financial Aid 58

VI. Adult Education as an On-Ramp to Postsecondary Success 62

VII. Persistence and Success in Community and Technical Colleges 71

A. College Placement Testing and Developmental Education 74
B. Support Services and Advising 79
C. Transition from Two-Year to Four-Year Colleges 80

VIII. Conclusions and the Road Ahead 82

Looking Ahead: Levers for Change 84

Works Cited 86

About the Authors 96

Executive Summary

Washington State has one of the fastest-growing immigrant populations in the nation: one in four youth ages 16 to 26 is an immigrant or the child of an immigrant. The population of young people who are *first generation* (foreign born) or *second generation* (US born with immigrant parents) grew rapidly between 2001 and 2010, at a rate that far outpaced the national average (51 percent versus 14 percent).[1] Washington also ranks among the top states in terms of the proportion of jobs that will require a postsecondary degree by 2018.[2] Between 2008 and 2018, the number of jobs for college-educated workers is expected to increase by 260,000.[3] These converging demographic and economic trends lend a sense of urgency to efforts to improve the high school and postsecondary completion rates and career preparation of youth from immigrant families, who represent a critical segment of the state's future workforce.

Washington State has one of the fastest-growing immigrant populations in the nation.

Washington's immigrant youth are an extremely diverse population, and their educational attainment falls along a wide spectrum. As in the United States as a whole, Latinos[4] comprise the state's largest group of immigrants. Latino children are the most likely to grow up in low-income households, and Latino youth lag behind their peers on many measures of educational attainment. During the recent recession, Latino immigrants experienced a more rapid rise in unemployment than other groups of US workers,[5] and their families experienced a greater rise in poverty.[6] Latino youth also trail behind their peers on many measures of educational participation and attainment.

Like other West Coast states, Washington also has a relatively high share of immigrants from Asia and the Pacific Islands. This group is largely concentrated in the Puget Sound region, which is also home to many of the nation's leading employers in fields such as science, technology, engineering, and math (STEM). This area tends to be higher-income, and many Asian immigrant groups have high levels of education. However, some Asian groups have high rates of poverty, including Southeast Asian youth from refugee backgrounds (particularly those who are Laotian, Cambodian, Hmong, and Thai) as well as Pacific Islanders. These groups also have lower levels of educational attainment than statewide averages. Washington also has a sizeable number of Black immigrants, many of whom came to the United States as refugees from African countries. Like other refugee groups, they tend to have low levels of education and high rates of poverty.

In some ways, the educational experiences of immigrant adolescents are similar to their nonimmigrant peers, as all students confront common hurdles such as high school graduation requirements and college admissions criteria. Many immigrant youth face the additional challenge of building English proficiency,

1 Migration Policy Institute (MPI) analysis of data from US Current Population Survey, Annual Social and Economic Supplement (CPS-ASEC) data, 2000-02 pooled and 2009-11 pooled.

2 Anthony P. Carnevale, Nicole Smith, and Jeff Strohl, *Help Wanted: Projections of Jobs and Education Requirements through 2018 - State Level Analysis* (Washington, DC: The Georgetown University Center on Education and the Workforce, 2010), www9.georgetown.edu/grad/gppi/hpi/cew/pdfs/State-LevelAnalysis-web.pdf.

3 Ibid.

4 Throughout this report, the terms "Latino" and Hispanic" are used interchangeably. Most sources of national and state data cited in this report use the term "Hispanic," and we have used the corresponding term in tables and figures.

5 Demetrios G. Papademetriou, Madeleine Sumption, and Aaron Terrazas, *Migration and Immigrants Two Years after the Financial Collapse: Where Do We Stand?* (Washington, DC: MPI, 2010), www.migrationpolicy.org/pubs/mpi-bbcreport-2010.pdf.

6 Nationally, the poverty rate for Hispanic immigrant households with children under age 18 increased 7 percentage points from 27 percent in 2007 to 34 percent in 2010. While the poverty rate for native-born Black households was slightly higher, it increased more slowly, from 30 percent in 2007 to 35 percent in 2010. The rate for white, US-born households increased from 9 to 11 percent. MPI analysis of CPS-ASEC data for individual years 2007 and 2010.

understanding and navigating the complex and unfamiliar US education system, figuring out how they will afford college while they struggle to meet basic needs, and balancing their roles as students, workers, and key providers of support for their families.

Unauthorized immigrant youth and opportunities for legalization. This report comes at a pivotal moment for the nation's approximately 11 million unauthorized immigrants, as Congress weighs proposed legislation that would provide opportunities for many of these individuals to adjust their legal status. The *Border Security, Economic Opportunity, and Immigration Modernization Act* (S. 744) proposes a pathway to lawful permanent residence and citizenship for individuals meeting certain criteria, and also would offer profound changes to visa policies for both high- and low-skilled immigrants, including a new program for agricultural workers.[7] The results of this bipartisan push for comprehensive immigration reform remained to be seen at the publication of this report, and proposals continue to generate considerable debate in Congress and beyond.

Immigration reform has the potential to significantly alter the education and career prospects of unauthorized immigrant youth. Approximately 38 percent of Washington State's first-generation youth ages16 to 26 (about 38,000 individuals) were unauthorized immigrants in the 2007-11 period. This rate is lower than the national average (47 percent). Unauthorized immigrants currently face unique barriers to economic advancement, as they cannot legally work, are not eligible for federal financial aid or workforce training programs, are barred from receiving most scholarships and loans, and face the risk of arrest and deportation by immigration authorities.

The proposed Senate immigration bill includes an expedited pathway to lawful permanent residence and citizenship for a select subset of the unauthorized immigrant youth population — a provision known as the *Development, Relief, and Education for Alien Minors* (DREAM) *Act* of 2013. Under this proposal, applicants must have completed a high school diploma or its equivalent in the United States, and earned a postsecondary degree or completed at least two years of postsecondary study toward a bachelor's degree.

In the meantime, the Deferred Action for Childhood Arrivals (DACA) program, launched by US Citizenship and Immigration Services (USCIS) in August 2012, offers a temporary solution to some of the challenges experienced by unauthorized immigrant youth. This program provides work authorization and relief from deportation to youth ages 30 and under who meet certain additional criteria. DACA is available to those who came to the United States before age 16, and who are currently enrolled in school or workforce training, have graduated from high school or earned a general equivalency diploma (GED), or have been honorably discharged from the US armed forces.[8] According to estimates by the Migration Policy Institute (MPI), nearly 1 million unauthorized immigrant youth in our study population (ages 16 to 26) nationwide could be eligible to take advantage of DACA — including approximately 15,000-25,000 youth in Washington alone.[9] DACA, along with the potential passage of the DREAM Act, heightens the imperative for unauthorized youth to remain in school, or pursue a high school diploma or its equivalent through the adult education system. However, DACA does not confer eligibility for federal financial aid for higher education, and questions of state financial aid and tuition policies are left to the discretion of each state.

A. Context of the Report and Study Methodology

This report provides the first cross-system analysis to date of the educational experiences and outcomes of first- and second-generation youth ages 16 to 26 in Washington State. The first product of a five-state

7 *Border Security, Economic Opportunity, and Immigration Modernization Act* (S 744), 113th Cong. 1st sess., *Congressional Record* 159, no. 51 (April 16, 2013): S 2683.

8 For more information, see Jeanne Batalova and Michelle Mittelstadt, *Relief from Deportation: Demographic Profile of the DREAMers Potentially Eligible under the Deferred Action Policy* (Washington, DC: MPI, 2012), www.migrationpolicy.org/pubs/FS24_deferredaction.pdf; US Citizenship and Immigration Services (USCIS), "Consideration of Deferred Action for Childhood Arrivals Process," www.uscis.gov/childhoodarrivals.

9 MPI analysis of 2008-10 CPS-ASEC data and 2006-08 CPS-ASEC data pooled, with assignments of legal status by Jeffrey S. Passel at Pew Hispanic Center.

series, the report examines the ways in which education and workforce-preparing institutions promote high school completion, college access, and postsecondary success for this population, with the overarching goal of raising the human capital and economic mobility of the next generation.[10] Through this national comparative study, we aim to identify promising efforts that can be leveraged and replicated for greater impact, as well as areas of need.

Our findings were drawn from qualitative fieldwork, as well as quantitative data analyses. We conducted interviews with approximately 70 respondents in Washington State, including school district and community college administrators and faculty, as well as community-based organizations (CBOs), immigrant-rights advocacy groups, and workforce boards. We focused our fieldwork on public secondary schools and community colleges in two regions of the state with particularly high concentrations of immigrants (shown in Table 1). We supplemented these findings with demographic data from the US Census Bureau, as well as administrative data from state education agencies and college systems.

Table 1. Washington Fieldwork Sites

Region	K-12 School Districts	Two-Year Colleges
Western Washington/King County	Seattle Public Schools	Highline Community College
	Kent School District	Renton Technical College
Central Washington/Yakima Valley	Yakima School District	Yakima Valley Community College

This summary discusses broad themes that emerged at various stages along the educational pipeline: high school, preparation for college and careers, completion of adult education programs as an alternate pathway, and postsecondary education enrollment and completion. We provide a few salient examples from our fieldwork in each section of this summary; these and additional promising practices are described in greater detail in the body of the report.

B. *Findings*

1. High School Achievement and Completion

Only 53 percent of ELLs graduate from high school in four years.

Our analysis begins at the secondary level. Students enter high school with varying academic skills and English proficiency, and if unaddressed, these disparities can have lasting effects on youths' educational attainment and earnings potential. Many young people never meet the intermediate goal of earning a high school diploma, let alone completing a postsecondary degree. In Washington State, only 65 to 66 percent of Hispanic, Black, and Pacific Islander students graduated on time (i.e., within four years) in 2010-11, compared to 80 percent of white students and 83 percent of Asians. Washington's English Language Learners (ELLs) have the lowest on-time graduation rate of any group: 53 percent.[11]

Overall, 8.5 percent of students in Washington's K-12 public schools were classified as ELLs and served by the state's Transitional Bilingual Instruction Program (TBIP) in the 2011-12 school year.[12] ELLs represented at least one-quarter of the student population in 24 school districts, including Yakima.[13] Washington's ELLs speak over 200 primary languages. While Spanish is the most common language, the state is

10 The other states included in the research series are California, Florida, Georgia, and New York.

11 Deb Came and Lisa Ireland, *Graduation and Dropout Statistics Annual Report: 2010-11* (Olympia, WA: Office of the Superintendent of Public Instruction, 2012), www.k12.wa.us/DataAdmin/pubdocs/GradDropout/10-11/GradDropoutStats_2010-11.pdf.

12 Office of the Superintendent of Public Instruction (OSPI), "Washington State Report Card, 2011-12," http://reportcard.ospi.k12.wa.us/summary.aspx?year=2011-12.

13 Helen Malagon, Paul McCold, and Julie Hernandez, *Educating English Language Learners in Washington, 2011-12* (Olympia, WA: OSPI, 2012), www.k12.wa.us/MigrantBilingual/pubdocs/TBIPLegislativeReport2011-12.pdf.

more linguistically diverse than the national average; other prevalent languages include Russian, Vietnamese, Somali, Chinese, and Ukrainian.[14]

a) Adequacy of K-12 Education Funding

As in other states, school districts in Washington have faced devastating budget cuts in recent years. In 2010 Washington ranked 14th in the United States in terms of per capita personal income,[15] but 43rd in terms of public education spending per $1,000 of personal income.[16] Further, as state revenue has not kept up with education costs, districts have become increasingly reliant on funds from local property tax levies, resulting in greater disparities in educational resources between higher- and lower-income areas of the state.[17]

b) Adequacy of Teachers' Skills and Credentials

Preparing Washington State's first- and second-generation youth for success in a knowledge-based economy requires having teachers who are trained to help these students reach their potential. Washington has joined the ranks of dozens of other states in adopting the Common Core State Standards[18] and signing on as a lead partner for the Next Generation Science Standards[19] — two state-led efforts to define the knowledge and skills that students should master at each grade level in preparation for postsecondary education and careers. These new standards require a significant increase in students' English language and literacy skills. National education experts stress that in order for ELLs to master these rigorous standards, a greater number and wider spectrum of teachers must be trained to promote language learning in all subjects.[20]

Standards for teacher preparation programs. In recent years, Washington has made important strides toward addressing the need for all new teachers to receive a minimum level of training in supporting the language development of ELLs. As a result of state legislation in 2009, Washington's Professional Educator Standards Board (PESB) created new cultural competency standards that must be incorporated into all teacher and administrator preparation programs; these standards include a focus on ELLs and language acquisition.[21]

Educator credentials. Washington, like many other states, faces a persistent shortage of teachers with a credential in bilingual or ELL education.[22] The state's ELL policies recommend — but do not mandate — that teachers providing language instruction for ELLs hold such a credential (technically an "endorse-

14 Ibid.; Jeanne Batalova and Margie McHugh, "Top 5 Languages Spoken by English Language Learners Nationally and by State" (ELL Information Center Fact Sheet Series, No. 3, Migration Policy Institute, Washington, DC, 2010), www.migrationinformation.org/ellinfo/FactSheet_ELL3.pdf.

15 Bureau of Business and Economic Research, "Per Capita Personal Income by State, 1990 to 2011," http://bber.unm.edu/econ/us-pci.htm.

16 Washington State Office of Financial Management, "K-12 Education Expenditures Per $1,000 Personal Income," www.ofm.wa.gov/trends/revenue/fig510.asp.

17 Kim Justice, Michael Mitchell, Andy Nicolas, and Lori Pfingst, *A Paramount Duty: Funding Education for McCleary and Beyond* (Seattle, WA: Washington State Budget and Policy Center, 2013), http://budgetandpolicy.org/reports/a-parmount-duty-funding-education-for-mccleary-and-beyond/.

18 Common Core State Standards Initiative, "In the States," www.corestandards.org/in-the-states.

19 Next Generation Science Standards, "Lead State Partners," www.nextgenscience.org/lead-state-partners.

20 Delia Pompa and Kenji Hakuta, *Opportunities for Policy Advancement for ELLs Created by the New Standards Movement* (Palo Alto, CA: Stanford University, 2012); Mariana Haynes, *The Role of Language and Literacy in College- and Career-Ready Standards: Rethinking Policy and Practice in Support of English Language Learners* (Washington, DC: Alliance for Excellent Education, 2012), www.all4ed.org/files/LangAndLiteracyInStandardsELLs.pdf.

21 Washington Professional Educator Standards Board (PESB), *University of Washington-Seattle-Teacher* (Olympia, WA: PESB, 2010), http://program.pesb.wa.gov/review/site-visits/reports/university-of-washington-seattle/2010/teacher; PESB, *University of Washington-Seattle-Principal/Program Administrator* (Olympia, WA: PESB, 2010), http://program.pesb.wa.gov/review/site-visits/reports/university-of-washington-seattle/2010/principal-program-administrator.

22 These endorsements indicate that teachers have completed specific coursework related to language acquisition, research-based pedagogy for English Language Learners (ELLs), and the state's English language proficiency standards, and passed a related state exam.

ment" in Washington). Washington is the only one of the five states included in this study that does not require a specialized credential for ELL teachers. In 2009-10, 58 percent of all teachers in state-funded ELL programs held a bilingual or ELL credential.[23]

District-led approaches to credentialing and professional development. Despite the lack of a statewide requirement, some local districts have been proactive in building capacity to teach ELL students. Kent School District has created a new opportunity for its content-area teachers to earn an ELL/ bilingual endorsement through a partnership with Heritage University. Tuition for Kent's endorsement program is subsidized by a combination of federal, state, and local funds. Kent has also implemented district-wide professional development for all educators — including teachers, principals, and district administrators — focused on research-based practices for integrating English language development into subjects such as math, science, and history.

Regional innovations. Beyond Kent School District, efforts to improve ELL outcomes have gained prominence throughout South King County, as part of a broader, multidistrict reform movement focused on college and career readiness. The Road Map Consortium — including Kent and six other South King County districts — was awarded a highly competitive $40 million federal Race to the Top District grant in December 2012.[24] The consortium included a prominent focus on ELLs in its grant application. A portion of the grant will be dedicated to a Teaching and Leading Investment Fund that will support professional development initiatives in priority areas, including ELL instruction as well as math and science.

ELL instruction featured prominently in the Road Map Consortium's successful Race to the Top District grant application.

Competing priorities limit focus on ELLs. In other districts that we studied, teacher and administrator training programs focused on ELLs have struggled to gain traction, as these efforts compete with other priorities in a context of limited resources. In one of our study districts, most high school content-area teachers had not received any professional development related to ELLs and language acquisition. Moreover, teachers trained to work with ELLs had been assigned to provide supplemental support to other students who needed assistance in reading, thus diluting the staff time available for dedicated ELL instruction.

c) Need for Tailored Programs and Supports to Address Diverse ELL Needs

At the high school level in particular, the linguistic and academic needs of ELLs vary substantially, due to differences in students' age at arrival and educational background. In this report we address the unique circumstances faced by various subgroups of second-language learners, including:

- **Newcomers and students with interrupted formal education (SIFE).** First-generation immigrant youth who come to the United States during the middle and high school years bring differing levels of academic preparation. Some newcomers received a strong education in their countries of origin, while others have had substantial gaps in their schooling and can be characterized as SIFE.

- **Long-term ELLs.** Some youth may have attended US schools since the elementary grades but have failed to make expected progress in attaining English proficiency. This group of "long-term ELLs" includes both US-born youth with immigrant parents (i.e., the second generation) as well as first-generation students who entered the country as young children.

---

23 Helen Malagon, Paul McCold, and Julie Hernandez, *Educating English Language Learners in Washington State, 2009-10* (Olympia, WA: OSPI, 2011), www.k12.wa.us/LegisGov/2011documents/EducatingEnglishLanguageLearners.pdf.

24 Road Map District Consortium, *Race to the Top Fact Sheet* (Seattle, WA: Road Map District Consortium, 2012), www.roadmapproject.org/wp-content/uploads/2013/01/revised-RTTD-one-pager.pdf.

- **Former ELLs.** Students who have been reclassified out of ELL programs may still need additional support to develop the academic English required for college and careers. Indeed, these students are still substantially less likely to meet state standards on assessments in reading, writing, math, and science, when compared to all students.[25]

Appropriate and responsive educational strategies acknowledge the diversity within the ELL and immigrant populations.

Seattle World School. Seattle Public Schools now include a school that offers academic pathways for ELL students with different educational and academic needs. The Seattle World School, which opened in fall 2011, is designed to serve middle and high school students on two tracks: (1) a transitional program for newcomers, SIFEs, and students with the lowest levels of English proficiency; and (2) a comprehensive, diploma-granting program for ELLs at the middle and advanced proficiency levels.[26] Both tracks offer credit-bearing courses and provide a content-based approach to learning language.

Long-term ELLs in Yakima School District. In Yakima School District, long-term ELLs are encouraged to participate in the Advancement via Individual Determination (AVID) program, a national academic support program that builds study skills and promotes college readiness.

Data capacity. Efforts to target interventions for particular ELL groups such as newcomers and long-term ELLs are hindered by a lack of data that differentiate students based on these characteristics. Federal and Washington State education policies do not distinguish between long-term ELLs, SIFEs, newcomers, and other ELL groups. Our fieldwork found uneven practice in ELL data collection and analysis at the district level. Interviewees also noted that state data systems provide very limited information on former ELLs, and longitudinal analyses generally do not disaggregate student outcomes based on ELL and former ELL status.

While interviewees contended that little progress has been made at the state or federal levels in terms of disaggregating student data beyond broad racial/ethnic groups, we learned of several local and regional efforts to improve data capacity and hold schools accountable for the performance of specific subgroups of ELLs and immigrants. For instance, the Road Map Consortium intends to use its Race to the Top grant to build a regional data portal that will include detailed information on current and former ELLs' countries of origin, proficiency levels, and prior educational background.

d) Time Pressures on Immigrant Youth to Learn English and Complete Graduation Requirements

In high school ELLs face pressure to improve their English proficiency, complete high school credits, and prepare for college and careers in a short time frame. As articulated by national education experts Deborah Short and Shannon Fitzsimmons, adolescent ELLs must perform "double the work" of native English speakers, as they are "learning English at the same time they are studying core content areas through English."[27] ELLs generally have less flexibility in their high school schedules than other students, as they have to complete required English as a Second Language (ESL) or bilingual classes in addition to their core courses. In addition, newcomer students may enter US high schools with significant gaps in their academic preparation, due to interrupted formal education or variations in the content of the education they received. Our interviewees stressed that extended time — in terms of a longer school day, after-school and summer programs, and, in some cases, an extra year in high school — plays a critical role in improving ELLs' prospects of earning a diploma.

25 These data are for students who score at Level 4 (Transitional) on Washington State's English language proficiency test, which is the level required to exit the Transitional Bilingual Instruction Program (TBIP). Quality Education Council (QEC), *Report to the 2013 Legislature* (Olympia, WA: QEC, 2013), www.k12.wa.us/LegisGov/2013documents/QEC2013Report.pdf.

26 Seattle Public Schools, *Secondary Bilingual Orientation Center Redesign Project Update* (Seattle, WA: Seattle Public Schools, 2010), www.seattleschools.org/modules/groups/homepagefiles/cms/1583136/File/area/board/09-10agendas/031710agenda/sbocpresentation.pdf.

27 Deborah J. Short and Shannon Fitzsimmons, *Double the Work: Challenges and Solutions to Acquiring Language and Academic Literacy for Adolescent English Language Learners* (Washington, DC: Alliance for Excellent Education, 2007), www.all4ed.org/files/DoubleWork.pdf.

Innovative approaches to awarding credit and expanding learning time. States and local school districts have developed various responses to the time pressures confronted by ELLs, migrants, and other students who face challenges in completing required credits. In many districts, students can earn high school foreign language credits based on their fluency in a language other than English. Seattle Public Schools has used this policy to help ELLs earn credits toward high school graduation. Students can earn up to four credits based on their scores on assessments in 12 different languages, and the district waives the testing fee for ELLs in the 12th grade.[28]

Some Washington State districts also provide summer school programs for ELLs, even as traditional summer school programs have suffered significant cuts. Seattle Public Schools contracts with the nonprofit organization Refugee Women's Alliance to offer summer courses for newcomers, even though the district's broader summer school program was discontinued in 2012.

Extended graduation rates. Washington State's accountability system employs both four-year (on-time) and five-year (extended) high school graduation rates to measure schools' performance. Extended graduation rates are intended to address the needs of students who have not completed enough credits to graduate in four years, and to provide schools and districts with an incentive to retain and support these students. ELLs and students with disabilities demonstrate the greatest improvements when utilizing the five-year option, compared with other student subgroups. This extra year may be especially beneficial for students with interrupted education and those who arrived as newcomers in the later years of high school.

2. Preparing for College and Careers

In addition to analyzing immigrants' high school experiences, we also examined participation in college- and career-preparatory programs and courses. Statewide, only 49 percent of Latino high school graduates from the 2008-09 school year enrolled in an institution of higher education in the following year; their rate of enrollment was lower than all other racial/ethnic groups except Native Americans. At the same time, 77 percent of Asian graduates and 66 percent of white graduates enrolled directly in college.[29] This gap mirrored national trends in college enrollment rates. Notably, Washington's publicly reported data on the postsecondary outcomes of high school graduates do not disaggregate current or former ELL students, so their college enrollment rates could not be determined.

a) Limited Access to College and Career-Preparatory Courses for ELLs and Immigrants

Prior research has demonstrated that the rigor of the high school curriculum has a strong influence on students' chances of earning a four-year college degree,[30] and prominent education reform initiatives strive to increase access to advanced courses for students from groups that are historically underrepresented in higher education.

Dual credit and advanced academic courses. Dual credit programs allow high school students to obtain college credit for academic or career and technical education (CTE) courses. Prior research has found that ELL and former ELL students experience the same benefits from dual credit and advanced course enrollment as native English-speaking students.[31] The most common academic dual credit programs in Washington State are Advanced Placement (AP), International Baccalaureate (IB), and Running Start, while the primary career-focused dual credit opportunity is Tech Prep.

---

28 The Washington State Board of Education, *World Language Proficiency FAQ* (Olympia, WA: Washington State of Board Education, 2012), www.sbe.wa.gov/documents/FAQ%20World%20Language%20Proficiency.pdf.

29 Washington Education Research and Data Center, *Participation in Postsecondary Education: Washington State High School Graduates, 2008-09* (Olympia, WA: Washington Education Research and Data Center, 2010), www.erdc.wa.gov/briefs/pdf/201005.pdf.

30 Clifford Adelman, *The Toolbox Revisited: Paths to Degree Completion from High School through College* (Washington, DC: US Department of Education, 2006); Clifford Adelman, *Answers in the Toolbox: Academic Intensity, Attendance Patterns, and Bachelor's Degree Attainment* (Washington, DC: US Department of Education, 1999).

31 Stella M. Flores, Jeanne Batalova, and Michael Fix, *The Educational Trajectories of English Language Learners in Texas* (Washington, DC: MPI, 2012), www.migrationpolicy.org/pubs/TexasELLs.pdf.

Enrollment data, along with our fieldwork findings, indicate that academic dual credit programs remain out of reach for most ELLs, who made up 1 percent of participants in AP and Running Start in 2011-12.[32] Latino students were also underrepresented in academic dual credit programs, with especially low rates of participation in Running Start: they made up 8 percent of students in this program, compared to 17 percent of all high school students. By contrast, Asian students participated in academic dual credit programs at a higher rate than their overall representation in the high school student population.[33]

The national "early college high school"[34] model aims to extend academic dual-enrollment opportunities to students who may not have traditionally had access to such programs, including low-income, underrepresented minority students, those who would be the first in their families to attend college, and those whose school performance is average or below. While Washington has a number of early college high schools, our research suggests that these schools enroll few ELLs. We found that at least one such school — a special program at Highline Community College that targets dropouts and students at risk of dropping out — requires incoming students to have at least an eighth grade reading level in English, precluding enrollment for many ELLs.

Beyond language proficiency and academic requirements, interviewees cited additional barriers that limit the participation of low-income immigrant students in dual credit programs. For instance, Running Start students are required to purchase their own textbooks and supplies for college courses, and to provide their own transportation.

Building students' career skills. In addition to college-preparatory courses, career-focused programs at the secondary level can play an important role in advancing the employment and economic prospects of youth from immigrant families. Tech Prep allows students to earn college credits for high school courses that prepare them for workforce-oriented certificate and degree programs at community and technical colleges. In general, Washington State's CTE courses and Tech Prep programs enroll a wider range of students than the state's academic dual credit programs, including a larger number of ELLs.[35] Local government agencies and community-based organizations also play an important role in providing on-the-job experience. The Seattle Department of Human Services recently developed a unique Immigrant and Refugee Job Readiness Training Program that specifically serves low-income ELLs ages 15 to 20.[36] The year-long program includes workforce-readiness training and internships, along with workshops for students and their parents on economic self-sufficiency.

b) College Costs Remain a Barrier for Some, in Spite of a Comprehensive Financial Aid System

Need-based aid. Because first- and second-generation youth are more likely than their nonimmigrant peers to be low income, financial aid represents a critical lever for increasing college enrollment among this population. Compared with other states, Washington provides a relatively generous amount of need-based aid.[37] The largest financial aid program, the State Need Grant, provides financial aid to low-income undergraduates, including part-time students.[38]

32 OSPI, "High School Dual Credit Participation Summary 2011-2012," http://reportcard.ospi.k12.wa.us/DualCredit.aspx?year=2011-12 and OSPI, "October Enrollment Report, 2011-2012," www.k12.wa.us/DataAdmin/pubdocs/P105/Oct3_StateLevel_20120823.xls.

33 Ibid.

34 Early college high schools are generally small schools that incorporate dual credit courses into the curriculum, with the goal of allowing students to earn both a high school diploma and an associate's degree — or at least one year of transferrable college credit — by high school graduation. See Early College High School Initiative, "What are Early College High Schools?" www.earlycolleges.org/overview.html#basics1; Sarah Hooker and Betsy Brand, *Success at Every Step: How 23 Programs Support Youth on the Path to College and Beyond* (Washington, DC: American Youth Policy Forum, 2009), www.aypf.org/wp-content/uploads/2012/03/SuccessAtEveryStep.pdf.

35 OSPI, "High School Dual Credit Participation Summary;" OSPI, "October Enrollment Report, 2011-2012."

36 For more information, see Seattle Human Services Department, "Job Readiness Training Program for Immigrant Youth and Families," www.seattle.gov/humanservices/youth/jobreadiness.htm.

37 Mason Burley and Matt Lemon, *State Need Grant: Student Profiles and Outcomes* (Olympia, WA: Washington State Institute for Public Policy, 2012), www.wsipp.wa.gov/rptfiles/12-12-2301.pdf.

38 Ibid.

Washington's College Bound Scholarship (CBS) aims to increase access and influence students' college-going behavior by promising a full scholarship to low-income middle school students who pledge to maintain satisfactory grades during high school. The first cohort of scholarship recipients graduated from high school in 2012. CBS participants are more racially diverse than the overall K-12 population; in particular, Latino students are overrepresented and comprise one-third of participants.[39] The scholarship application is available in 11 languages, indicating an effort to promote the participation of students from diverse immigrant backgrounds.

Participants in the College Bound Scholarship are more diverse than the overall student population. Latinos comprise one-third of participants.

Targeting a different population, Washington's Opportunity Grant provides full scholarships for low-income adults enrolled in eligible one-year workforce certificate programs at community and technical colleges. The program serves over 5,200 students per year, and has been protected from budget cuts affecting other programs.[40] Part-time students are eligible for all of the above-mentioned financial aid opportunities — which is particularly relevant for students from immigrant families, who are more likely than their peers to attend college part-time and to work.[41]

Rising college costs. As in many states, the affordability of higher education in Washington State has been affected by substantial state budget cuts and resulting college tuition increases. From 2007-08 to 2012-13, Washington State's average four-year college tuition climbed by 64 percent, while community and technical college tuition rose by 34 percent.[42] The state's financial aid programs are unable to keep up with these rising costs and increased demand, and many eligible low-income students have remained unserved in recent years.[43]

College access for the unauthorized. Unauthorized immigrant students, meanwhile, remain ineligible for state or federal financial aid programs. Washington's House Bill (HB) 1079, approved by the State Legislature in 2003, allows unauthorized immigrant students who have graduated from Washington State high schools and lived in the state for at least three years to pay in-state tuition at public colleges and universities.[44] However, information dissemination appears to be a barrier to fully realizing the benefits of this legislation, as interviewees report that many immigrant families remain unaware of the opportunity to receive in-state tuition. These students are still ineligible for grants or loans, making even in-state tuition unaffordable for the lowest-income families.

During the 2013 legislative session, state lawmakers considered a proposal to expand access to state financial aid programs to unauthorized immigrant youth who graduated from high school or earned a GED in Washington and who lived in the state for at least three years prior to receiving the diploma or GED.[45] The bill, known as the Washington DREAM Act, passed the House with bipartisan support, but stalled in the Senate Higher Education Committee. At the time of this report's writing in June 2013, it remained to be seen whether legislators would vote on this bill during the extended session.

---

39 Washington Higher Education Coordinating Board, *College Bound Scholarship: Supporting and Preparing for the First Class* (Olympia, WA: Washington Higher Education Coordinating Board, 2012), www.wsac.wa.gov/sites/default/files/CBS2012-WorkshopPresentation.pdf.

40 Michelle Andreas, Scott Copeland, and Lynette Anderson, *Opportunity Grant: Program Guidelines, 2012-2013* (Olympia, WA: SBCTC, 2012), www.sbctc.ctc.edu/college/studentsvcs/2012-13_Opportunity_Grant_Program_Guidelines_000.pdf.

41 Sandra Staklis and Laura Horn, *New Americans in Postsecondary Education: A Profile of Immigrant and Second-Generation American Undergraduates* (Washington, DC: US Department of Education National Center for Education Statistics [NCES], 2012), http://nces.ed.gov/pubs2012/2012213.pdf.

42 College Board, "In-State Tuition and Fees by State Sector, 2012-13 and 5-Year Percent Change," accessed June 3, 2013, http://trends.collegeboard.org/college-pricing/figures-tables/state-tuition-and-fees-state-and-sector-2012-13-and-5-year-percentage-change.

43 Burley and Lemon, *State Need Grant.*

44 To qualify, students must have: earned a high school diploma or GED from a Washington State high school; lived in Washington State for three years prior to receiving a high school diploma or GED, and lived continually in Washington since earning the high school diploma or GED; and be able to meet the college or university admission requirements expected of all other students.

45 House Bill 1817, State of Washington, 63rd Legislature (February 11, 2013): H-1243.1, http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/House%20Bills/1817.pdf.

3. Adult Education as an On-Ramp to Postsecondary Success

Our analysis also focused on the adult education system, which plays a critical role in educating first- and second-generation youth who did not complete high school or have low English proficiency. Some of these youth may have dropped out; others are late-arriving immigrants who never enrolled in K-12 schools. In 2009, 23 percent of first-generation immigrants ages 21 to 26 — those who were too old to enroll in traditional high schools — lacked a high school diploma, compared to 10 percent of all youth.[46]

Twenty-three percent of first-generation immigrants ages 21 to 26 lacked a high school diploma, compared to 10 percent of all youth.

The functions of the adult education system are all the more urgent in light of DACA, as applicants must have completed a high school diploma or GED, or be currently enrolled in an education, literacy, or workforce training program at the time of their application. Nationwide, MPI estimates that there are approximately 350,000 young adults who would otherwise be eligible for DACA, but who lack a high school diploma or GED and are not currently enrolled in school.[47]

a) Breaking Down Barriers between Adult Education and Postsecondary Training

The Integrated Basic Education and Skills Training (I-BEST) model. Washington State is nationally recognized as a leader in harnessing the potential of adult education to produce future college students. Most publicly funded adult education in the state is provided by community and technical colleges. Traditional adult education programs are notoriously long and sequential, requiring students to progress through many levels of ESL and/or adult basic education (ABE) courses before pursuing vocational training programs and often resulting in low completion rates. To address these challenges, the Washington State Board for Community and Technical Colleges (SBCTC) developed the I-BEST model, which combines adult education and college-level workforce training coursework. I-BEST involves co-teaching between basic-skills faculty and professional-technical faculty; the model requires at least a 50 percent overlap in instruction by the two groups of educators. I-BEST has demonstrated success in helping ESL and ABE students reach the goals of earning college credits and obtaining short-term credentials,[48] as well as earning higher wages.[49] Our interviews at various colleges revealed a high level of system-wide adoption of the I-BEST model and belief in the positive results found by evaluations.

Opportunities for lower-skilled learners. While I-BEST accelerates the path to a degree or certificate for a particular subset of the adult education population, programs typically require at least an intermediate to advanced level of English proficiency and basic skills. Many immigrants are unable to meet this threshold: ESL students comprise only 23 percent of I-BEST participants, though they represent approximately 50 percent of all adult education students in the state. Latino students are also underrepresented in I-BEST.[50]

Recognizing the need for innovative program models for a wider range of students, SBCTC created the On-Ramp to I-BEST pilot program in 2011-12. This program is designed to serve young adults ages 18 to 24 with lower levels of basic skills through an accelerated program that integrates literacy, technical skills, academic content, college and career exploration, and case management.

---

46 MPI analysis of data from the American Community Survey (ACS), 2008-10 pooled.

47 Batalova and Mittelstadt, *Relief from Deportation.*

48 David Jenkins, Matthew Zeidenberg, and Gregory Kienzl, "Educational Outcomes of I-BEST, Washington State Community and Technical College System's Integrated Basic Education and Skills Training Program: Findings from a Multivariate Analysis" (working Paper No. 16, Community College Research Center, Teacher's College, Columbia University, May 2009), http://ccrc.tc.columbia.edu/Publication.asp?uid=692; Washington State Board for Community and Technical Colleges (SBCTC), *2012 I-BEST Review: Lessons Being Learned from Traditional Programs and New Innovations: Next Steps and Issues for Scaling Up* (Olympia, WA: SBCTC, 2012), www.sbctc.ctc.edu/college/education/resh_rpt_12_1_ibest_review_000.pdf.

49 SBCTC, *I-BEST Fact Sheet* (Olympia, WA: SBCTC, 2012), www.sbctc.edu/college/abepds/WEB_IBESTone-pager_11.5.12.pdf.

50 John Wachen, Davis Jenkins, and Michelle Van Noy, "Integrating Basic Skills and Career-Technical Instruction: Findings from a Field Study of Washington State's I-BEST Model," *Community College Review* 39, no. 2 (2011): 136–59.

SBCTC and the Bill & Melinda Gates Foundation also recently launched Integrated Digital English Acceleration (I-DEA), a technology-based initiative that targets lower-level ESL students. Starting in fall 2013, two-year colleges will partner with community-based organizations to design new courses that blend online and in-person instruction, building both language skills and digital literacy. Students will receive loaned laptop computers with Internet access; there will be no additional cost to students beyond the standard $25 tuition for adult education courses. The initiative plans to serve 1,600 students during the three-year demonstration period.[51]

Student Achievement Initiative. More broadly, SBCTC includes ESL and ABE in its accountability and incentive system. Washington's Student Achievement Initiative (SAI) measures colleges' performance in moving students through key steps on the pathway to college degrees or certificates. Colleges are eligible to earn a certain amount of performance funding, based on their students' attainment of "achievement points."[52] For instance, institutions earn points for the number of ESL and ABE students who demonstrate significant test score gains, as well as those who earn a GED. Our interviewees contend that SAI has elevated the status of adult education faculty on many campuses, as ESL programs in particular have been critical in helping colleges earn achievement points and hence additional funding.

College advising for adult ESL students. In order for adult education students to enter mainstream college courses, they must understand how to navigate the complex processes of college admission and registration, financial aid, and choosing a major or degree. These tasks are even more daunting for immigrants who lack familiarity with the US education system. Some colleges have engaged in institutional efforts to increase the share of ESL students who make the transition to a college degree program. For example, Highline Community College has created a Transition Referral and Resource Center to provide tailored advising for ESL students. The center assists approximately 1,000 immigrant students per year.

b) Funding Cuts and Policy Changes Impacting Adult Education

As state funds have diminished and college enrollment has risen in recent years, Washington State's postsecondary education institutions have become increasingly reliant on tuition revenue to supplement insufficient public dollars. Adult education programs cost only $25, compared to approximately $400 for college-level courses taken by students who are Washington State residents.[53] Since they generate very little revenue, these courses face the greatest threats to their survival. The number of students served in Washington State adult education courses declined by 11 percent in the 2011-12 school year, representing the third consecutive year of declines as colleges have cut program offerings.[54] I-BEST programs have also shrunk, and the cost and financial sustainability of I-BEST remains a subject of debate among community college administrators and state education policymakers. The erosion of the adult education system holds particularly worrying consequences for immigrant integration, as these courses serve a vital function for immigrants who have lower levels of education, limited English proficiency, and/or the need to build employer-desired skills.

> *Total enrollment in adult education courses declined by 11 percent in the 2011-12 school year, representing the third consecutive year of declines due to budget cuts.*

A recent federal policy change has also affected many lower-skilled students in Washington's community and technical colleges, including I-BEST participants. Congress eliminated the Ability to Benefit (AtB) provision of Title IV of the *Higher Education Act* in 2012, making the attainment of a high school diploma or GED a precondition for receiving federal Pell grants. Prior to this change, students who had not finished high school had the chance to demonstrate their "ability to benefit" from higher education

51 SBCTC, *$3.5 Million Grant Aims to Increase Digital, Career, and College-readiness Skills of Adult English Learners* (Olympia, WA: SBCTC, 2012), www.sbctc.ctc.edu/general/documents/2012_12_06_I-DEA_grant_final.pdf.
52 SBCTC, "Student Achievement Initiative," www.sbctc.edu/college/e_studentachievement.aspx.
53 SBCTC, "Washington Community College Tuition and Fee Rates," www.sbctc.edu/college/finance/2012-13TuitionandFeesCombined.pdf.
54 SBCTC, *2011-12 Academic Year Report* (Olympia, WA: SBCTC, 2012), www.sbctc.edu/college/studentsvcs/0entire_report_1112_03_01.pdf.

— and thus their eligibility for Pell grants — by passing a college placement test or completing six college credits.[55] The recent policy change disproportionally affects Latinos, who made up over 30 percent of students receiving Pell grants based on AtB but only 14 percent of the nation's undergraduate students in 2007-08.[56] In Washington State, AtB played an important role in allowing I-BEST students to take applied college-level courses — without imposing the GED as a required hurdle. Colleges must now ensure that I-BEST students earn a GED before continuing their studies with the support of a Pell grant.

4. Persisting and Succeeding in Postsecondary Education

The final stage in our analysis of immigrant youth in Washington's educational institutions is the completion of a two- or four-year college degree. The Bill & Melinda Gates Foundation has set a goal of doubling the number of low-income youth who earn at least a two-year postsecondary degree or credential, as this level of education substantially improves one's prospects of obtaining a job paying a family-sustaining wage.

Enrollment data suggest that some groups of immigrant and second-generation youth are underrepresented in Washington's higher education institutions, while others are overrepresented.

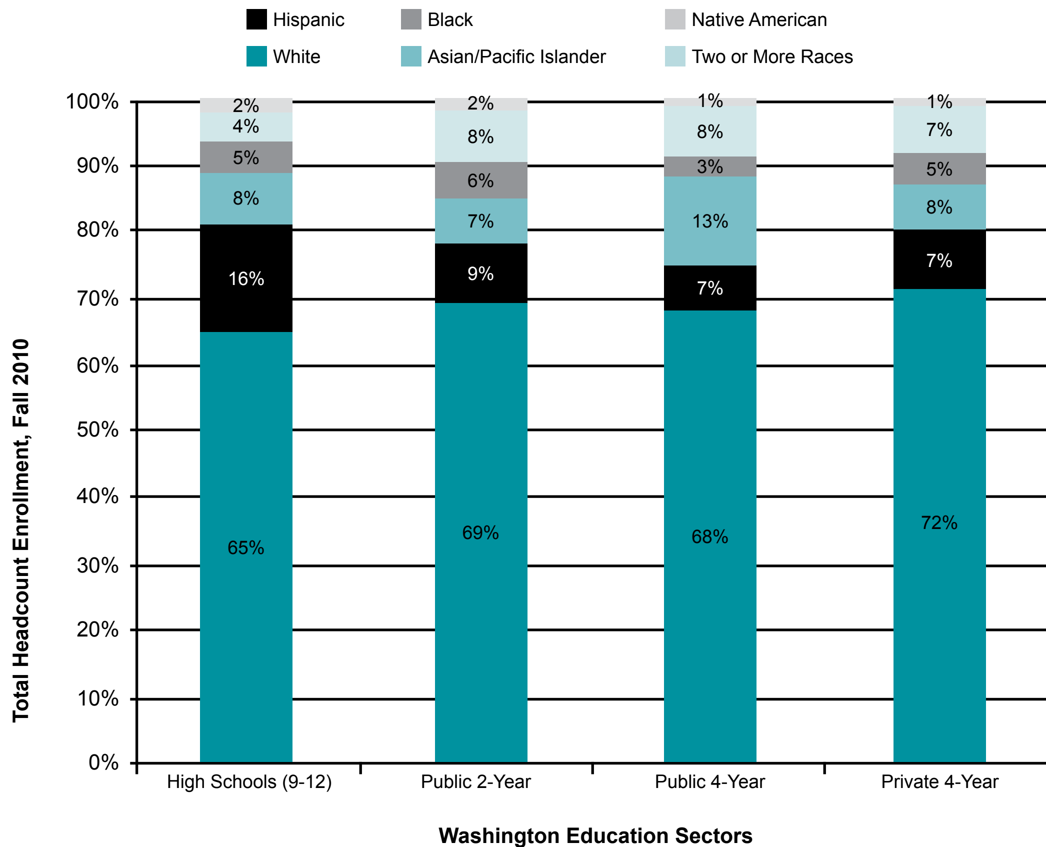
Uneven participation in Washington's institutions of higher education. Enrollment data suggest that some groups of immigrant and second-generation youth are underrepresented in Washington's higher education institutions, while others are overrepresented (see Figure 1). In fall 2010 Hispanics comprised 16 percent of all Washington public school students in grades 9-12, but only 9 percent of students enrolled in public two-year colleges and 7 percent of those enrolled in public or private four-year colleges. Notably, Hispanics were the only major ethnic group that experienced such a steep drop-off. Asian/Pacific Islander students, by contrast were *overrepresented* in public four-year colleges relative to their share of the high school population. However, these figures do not disaggregate Pacific Islanders, a group with generally lower educational attainment.

Hispanics comprised 16 percent of all Washington public school students in grades 9-12, but only 9 percent of students enrolled in public two-year colleges and 7 percent of those in public or private four-year colleges.

55 Center for Law and Social Policy, "Eliminating 'Ability to Benefit' Student Aid Options Closes Door to College Credentials for Thousands and Undermines Innovation" (position statement, Center for Law and Social Policy, Washington, DC, March 2012), www.clasp.org/admin/site/documents/files/CLASP-AtB-one-pager.pdf.

56 Christopher M. Mullin, "Why Access Matters: The Community College Student Body" (Policy Brief 2012-01PBL, American Association of Community Colleges, February 2012), www.aacc.nche.edu/Publications/Briefs/Documents/PB_AccessMatters.pdf.

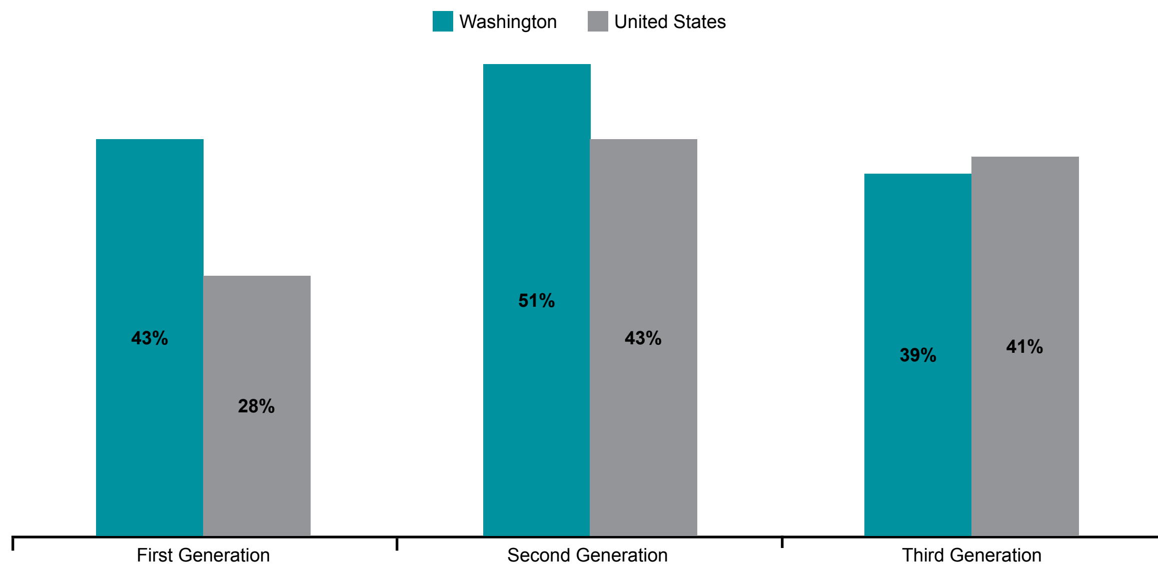
Figure 1. Racial/Ethnic Diversity across Washington State's Educational Sectors, Fall 2010



Sources: Office of the Superintendent of Public Instruction (OSPI), "October Enrollment Report, 2010-2011," www.k12.wa.us/dataadmin/GenderEthnicity.aspx; Washington Higher Education Coordinating Board, *Key Facts About Higher Education in Washington, 2012* (Olympia, WA: Washington Higher Education Coordinating Board, 2012), www.hecb.wa.gov/sites/default/files/KeyFacts2012.pdf.

College degree attainment. Overall, immigrant youth in Washington have a relatively high level of college-degree attainment when compared with other first-generation youth nationwide, as well as with third-generation youth from Washington State (see Figure 2). In 2011, 43 percent of the state's first-generation immigrants ages 25 to 26 held at least a two-year college degree, versus 28 percent of first-generation youth nationwide. Second-generation immigrants are even more likely to hold a college degree, in both Washington State and the United States as a whole. These data do not necessarily reflect the productivity of Washington's public colleges, however, as they include youth who earned degrees in other countries or states prior to migrating to Washington, as well as graduates of private and for-profit institutions.

Figure 2. Share of Washington State and US Youth Ages 25–26 with at Least a Two-Year College Degree, by Generation



Source: Migration Policy Institute (MPI) analysis of Census Bureau Current Population Survey, March Annual Social and Economic Supplement (CPS-ASEC) data for 2007-11, pooled.

In Washington's community and technical colleges, 24 percent of all first-time, full-time students entering in fall 2008 completed a two-year certificate, degree, or apprenticeship within three years.[57] The completion rate was highest for Asian students (28 percent) and lowest for Native Hawaiian/Pacific Islander and Black students (9 percent and 12 percent, respectively). The completion rate for Latino students (18 percent) exceeded these two groups, but was below the state average. Unfortunately, public college data are not disaggregated for first- or second-generation youth.

Innovative Approaches to Enhancing the College Success of Immigrant Students

First- and second-generation immigrants are more likely than their peers to be "nontraditional" college students, meaning that they often enroll in postsecondary education at older ages; attend college part-time;[58] and may need assistance balancing competing work and school schedules, finding child care, and navigating the bureaucratic aspects of college life.[59] Immigrants are also especially likely to require developmental education (i.e., remedial) courses, due to gaps in their language proficiency and academic preparation that re-emerge at the college level.[60] Developmental education has been identified as a key sticking point that hinders many students early in their college career, and has been the target of prominent national reform efforts. While all students stand to benefit from improvements to developmental education, the specific language- and literacy-related needs of current and former ELLs are often overshadowed. Nonetheless, our fieldwork in Washington State revealed examples of institutions that have sharpened their focus on these learners, as part of their overall agenda for promoting student success.

57 Certificates include those requiring at least 90 credits (four semesters) of study. Completion rates are for 150 percent of standard program length (i.e., completing a two-year course of study within three years).

58 NCES, "Profile of Undergraduates in US Postsecondary Education Institutions: 2003-04, With a Special Analysis of Community College Students" (Washington, DC: US Department of Education, 2006) as cited in Robert T. Teranishi, Carola Suárez-Orozco, and Marcelo Suárez-Orozco, "Immigrants in Community Colleges," *The Future of Children* 21, no. 1 (2011): 153–65.

59 Jennifer Engle and Vincent Tinto, *Moving Beyond College Access: College Success for Low-Income, First-Generation Students* (Washington, DC: The Pell Institute, 2008), www.pellinstitute.org/downloads/publications-Moving_Beyond_Access_2008.pdf.

60 Staklis and Horn, *New Americans in Postsecondary Education.*

Accelerated ESL and developmental English. The Jumpstart program at Highline Community College accelerates ESL students' transition from adult education to college credit courses. The program allows a small cohort of English learners to skip the upper levels of ESL and enroll directly in mainstream developmental English courses, along with a daily support seminar taught by an ESL instructor. Jumpstart targets ESL students who hope to complete two-year or four-year college degrees, and early results indicate that students have been successful in advancing toward these goals.[61]

A college-wide focus on adult literacy. Renton Technical College has implemented Reading Apprenticeship (RA) as an institution-wide approach to building college-level literacy. RA helps students refine their reading strategies by giving both students and instructors the tools to interpret different types of texts, ranging from literature to technical manuals in fields such as automotive engineering.[62] First adopted in Renton's ESL classes, the model has been taken to scale across the college, with more than 50 faculty members from various departments completing RA training, and has been disseminated to several other colleges throughout the state. As many college instructors lack formal training in building adult literacy, Renton's approach to implementing RA stands out as a strong example of an institutional commitment to meeting the language and literacy needs of a diverse student body.

C. Conclusions and the Road Ahead

This report demonstrates the potential of Washington State's education and workforce-preparing institutions to positively shape the future prospects of youth from immigrant families — as well as the size of the task ahead. The state has been forward thinking and agile in pioneering innovative approaches to adult education and workforce training for its diverse population; however, budget cuts stemming from the recession have eliminated or curtailed the scope of many reform efforts. Moreover, Washington's immigrant groups have not benefited equally from existing college access and postsecondary success initiatives.

As we analyzed the barriers and opportunities affecting immigrant youth at various stages in the state's educational pipeline, several key policy considerations and areas of intervention were evident. The following recommendations provide a framework for ensuring that first- and second-generation youth remain at the forefront of Washington's college completion agenda.

1. High School Completion

- ***Improve teacher training and professional development.*** Raising ELL achievement throughout Washington requires a shared commitment to ensuring that educators have the skills needed to support language acquisition and differentiate instruction for key subgroups of ELL students that have significantly different learning needs. Washington has already taken an important step toward this goal by requiring all teacher preparation programs to include a focus on cultural competency and ELL education in their training for new teacher candidates. To build the skills of the broader, veteran teaching force, Washington should expand opportunities for educators throughout the state to earn ELL/ bilingual credentials and target resources for sustained, whole-school professional development focused on instructional strategies for ELLs.

- ***Invest in expanded learning time and flexible approaches to credit accumulation.*** The school districts in our study employ strategies such as summer school, credit-recovery programs, and extended graduation pathways to alleviate the time crunch facing ELLs. Several Washington school districts award credit for proficiency in a non-English language, which effectively frees up time in students' schedules. As administrators and policymakers wrestle with persistent resource constraints, programs that provide expanded learning time and credits for ELLs appear to be particularly effective investments, and they will likely become even more essential as Washington implements new standards for all students.

61 Data provided by Highline Community College to MPI. Information on file with the authors.
62 Michele B. Lesmeister, "Teaching Adults to Read with Reading Apprenticeship," *Techniques Connecting Education and Careers* 85, no. 2 (2010): 28-32.

2. Preparing for College and Careers

- ***Promote participation in college- and career-preparatory programs.*** In order to increase the numbers of ELLs and Latinos taking advantage of innovative, accelerated programs such as dual credit, early college high schools, and Tech Prep, educators must first address barriers including language proficiency requirements, direct and indirect program costs, and regional disparities in access to these opportunities. Washington's school districts and two-year colleges could partner to design dual credit programs that are accessible to ELLs and integrate language learning with advanced academic or technical courses, revitalizing the state's earlier experiment with secondary I-BEST programs.

- ***Expand access to financial aid.*** Washington State's comprehensive and relatively generous system of need-based financial aid for low-income students sustained painful cuts as a result of the recession. Without increased investments in the state's financial aid programs, however, these resources will continue to fall short of their intended impact. Further, unauthorized immigrant youth are currently unable to take advantage of these programs, which likely contributes to low college-going rates among Latino students. Allowing DACA recipients to access need-based financial aid would remove a significant barrier to college access for the population of youth targeted by proposed federal DREAM Act legislation. 3.

3. Adult Education

- ***Develop a sustainable funding model for adult education.*** Washington's SBCTC has served as a catalyst for systemic change in language learning and basic skills instruction. However, programs for lower-skilled adults are among the most vulnerable segments of the state's public education system, in part because they generate little revenue for cash-strapped colleges. Unless policymakers and college system administrators address the sustainability of adult education funding and delivery models, Washington's renowned programs may continue to shrink at a time of growing need.

4. Persisting and Succeeding in Postsecondary Education

- ***Pilot and scale up accelerated approaches to remediation for ELLs and former ELLs.*** Youth from immigrant families often enter college with lingering gaps in their language proficiency and academic readiness, yet the specific needs of second-language learners do not always play a prominent role in efforts to improve developmental education. Highline Community College's Jumpstart program provides an example of a small, innovative way to accelerate the progress of advanced ESL students through developmental education and into college-level courses. Looking ahead, postsecondary education policymakers, administrators, and researchers can build on programs such as Jumpstart and strategically incorporate ELLs and former ELLs into developmental education reform initiatives.

5. Across the Educational Pipeline

- ***Track and report data on ELLs and immigrant youth.*** A sharper focus on ELLs and immigrant students in data collection and analysis — at both the K-12 and postsecondary levels — is needed to identify barriers to student success and develop well-targeted solutions. Currently, Washington does not have a statewide typology of ELL subgroups, such as long-term ELLs, and thus cannot disaggregate data on this population. Further, educational institutions collect and report very little longitudinal data on the outcomes of former ELLs. Without such data, stakeholders lack an accurate and complete picture of how Washington's youth from immigrant families fare in terms of college enrollment, degree completion, and the labor market.

Looking Ahead: Levers for Change

Washington State's educators and community stakeholders bring substantial expertise to the challenge of closing opportunity gaps between immigrant youth and their peers from native-born families. The state already serves as a national model for redesigning adult education and workforce training to promote postsecondary access and completion, and several local school districts are pioneering efforts to improve instruction for high school ELLs. The task ahead involves understanding and scaling lessons learned throughout all levels of the educational pipeline, and sharpening the focus on the hardest-to-serve populations, including high school ELLs and low-skilled young adults.

Despite the significant impacts of the Washington's budget crisis on its education and work-preparing systems, we see several immediate opportunities to regain momentum and advance the innovative policies and programs noted throughout this report that support the success of the state's large and growing immigrant youth population. These are:

- ***Race to the Top implementation in the Road Map Consortium.*** The seven South King County districts that comprise the Road Map Consortium — which enroll 70 percent of the county's ELLs — have already demonstrated a strong commitment to improving the outcomes of this population through teacher credentialing and professional development, enhanced data collection and analysis, and exposure to college and career opportunities. With the resources and technical assistance provided by the Race to the Top District grant, the consortium can serve as a laboratory for innovation and an opportunity to test a regional approach to educational reform in areas with a high concentration of immigrants and refugees. Washington can leverage the lessons learned from the Road Map Consortium to support best practices in other parts of the state that have fewer resources — including the Yakima Valley — and inform state policy on ELL education.

- ***A transition to college- and career-ready standards.*** The Common Core State Standards and Next Generation Science Standards could catalyze systemic efforts to improve instruction for ELLs in all academic subjects. In order for ELLs to successfully master these rigorous standards, all teachers will need to hone their skills in supporting academic language development and differentiating instruction for students with varying levels of English proficiency. State and district leaders stand to play a pivotal role in establishing language acquisition as a shared priority, and keeping the needs of ELLs at the center of professional development and school improvement agendas.

- ***Mc.Cleary v. State.*** Despite several years of deep cuts to education spending, the Washington Supreme Court's 2012 decision in *McCleary v. State* can be viewed as a chance to address opportunity gaps and bolster resources for ELLs in K-12 schools. According to this ruling, the legislature must fully fund the state's basic program of K-12 public education, even during a recession. The court explicitly required the state to fund two recent education bills (HBs 2261 and 2776) that require increased funding in four areas: full-day kindergarten; pupil transportation; smaller class sizes in grades K-3; and enhancements to school maintenance, supplies, and operating funds. Our interviewees expressed optimism about the new opportunities provided by the *McCleary* decision, but cautioned that the priority areas established by HBs 2261 and 2776 do not go far enough to target resources for the most at-risk groups. If Washington's education leaders decide to leverage the *McCleary* decision to enhance support for the state's highest-need and lowest-performing students, they could dedicate a portion of these funds to ELL programs.

- ***DACA and prospects for federal immigration policy reform.*** DACA, along with possible passage of comprehensive immigration reform legislation in Congress, holds the potential to dramatically improve young immigrants' education and career prospects. These policy developments at the national level add fuel to state-level efforts to expand college access and financial aid opportunities for the "DREAMers" who came to the United States during childhood. For older youth who lack a high school diploma, adult education programs represent the key to DACA eligibility, as well as the first step toward meeting the educational requirements of the proposed DREAM Act included in the Senate immigration bill. The effects of these policies are expected to reverberate throughout Washington State's educational institutions, as they provide a powerful incentive for unauthorized immigrant youth to remain in or return to school and pursue postsecondary degrees.

I. Introduction

With a reputation for innovation in higher education and workforce training, Washington State stands to offer lessons for other states' efforts to build the human capital of their diverse populations. Washington's community and technical colleges created the nationally recognized Integrated Basic Education and Skill Training (I-BEST) model, which provides low-skilled adults with opportunities to earn workforce certificates while building their English and math skills. The state also developed a higher education funding system that rewards colleges for moving students through key milestones of educational attainment. Washington is home to many of the nation's top employers in the industries of science, technology, engineering, and math (STEM), and leaders of these corporations have fueled philanthropic investments in educational opportunities for Washington's youth. In spite of these accomplishments, however, significant numbers of Washington State's young adults from immigrant families are falling far behind their nonimmigrant peers in terms of completing the education and training needed for future workforce success.

A. *Immigrants and Second-Generation Youth in Washington State*

In Washington, approximately one in four youth ages 16 to 26 was an immigrant or the child of an immigrant in 2010.[63] Eleven percent were foreign born (first generation), while 15 percent were born in the United States to immigrant parents (second generation).[64] While the state's overall share of first- and second-generation youth is now comparable to the national average, this population experienced particularly rapid growth in Washington between 2001 and 2010, at a rate that substantially outpaced the national average.[65] As immigrant youth comprise an increasing share of the state's future workforce, their success at the secondary and postsecondary levels is essential for achieving Washington's higher education goals.

B. *The Higher Education Imperative*

The overarching imperative to raise the educational attainment of America's youth has been well documented. National research has demonstrated that economic returns on higher education have increased over time, as the fastest-growing global industries demand more advanced skills and expertise.[66] Since the recession, unemployment rates have remained twice as high for those with only a high school diploma than for those with a bachelor's degree or higher.[67] While US college enrollment rates are among the highest in the world, the nation's rate of college degree attainment has stagnated, falling behind other industrialized nations.

The low college completion rates of students of color and low-income students have inspired national education reform efforts and spurred philanthropic investments dedicated to raising the success of these target groups. The Bill & Melinda Gates Foundation set a goal of doubling the number of low-income youth who earn at least a two-year postsecondary degree or credential by age 26. The foundation has identified the 16-26 age range as a critical period for reversing the cycle of intergenerational poverty, as youth go through several major life transitions, including forming families of their own. Promoting postsecondary education has the potential to dramatically reduce income inequality: a parent's level of education has been found to be the most important factor influencing children's academic success and future

63 MPI analysis of 2009-2011 CPS-ASEC data.

64 Jeanne Batalova and Michael Fix, *Up for Grabs: The Gains and Prospects of First- and Second-Generation Young Adults* (Washington, DC: MPI, 2011), www.migrationpolicy.org/pubs/youngadults-upforgrabs.pdf.

65 MPI analysis of 2000-02 and 2009-11 CPS-ASEC data.

66 Carnevale, Smith, and Strohl, *Help Wanted.*

67 In October 2012 the unemployment rate nationally was 8.4 percent for the civilian population ages 25 and over with a high school but not a college education, and 3.8 percent for the population with a bachelor's degree or higher. See US Bureau of Labor Statistics (BLS), "Table A-4. Employment Status of the Civilian Population 25 Years and over by Educational Attainment," (Economic News Release, November 2, 2012), www.bls.gov/news.release/empsit.t04.htm.

income.[68] Meanwhile, both immigrant and native-born workers experience a similar pattern of economic returns from higher education.[69]

Washington, like many other states, continues to suffer state revenue shortfalls in the wake of the recent recession. State budget cuts have dramatically affected funding for public education at both the K-12 and postsecondary levels, as well as funding for social services that are critical to immigrant youth and families. In Washington higher education appropriations have sustained the most severe cuts, with reductions of over 25 percent — approximately $940 million — since 2007-09.[70] As a result, college tuition rates have increased and campuses have been forced to cut programs and services ranging from adult education to career advising, while K-12 school districts have laid off staff and suspended opportunities such as summer school.

Resource constraints have undoubtedly affected efforts to meet the educational, linguistic, and workforce development needs of first- and second-generation youth in Washington State. Nonetheless, our research sheds light on a range of strategies that hold promise for increasing the high school completion and postsecondary success of this population.

C. Organization of the Report

This report provides the first cross-system analysis to date of the educational experiences and outcomes of first- and second-generation youth ages 16 to 26 in Washington State. The first product of a five-state series, it examines the ways in which education and workforce-preparing institutions promote high school completion, college access, and postsecondary success for this population, with the overarching goal of raising the human capital and economic mobility of the next generation.[71] Through this national comparative study, we aim to identify promising efforts that can be leveraged and replicated for greater impact, as well as areas of need.

The report begins with an overview of the demographics of first- and second-generation youth in Washington. The report then explores some of the challenges these youth face in completing their education at various stages along the education continuum: finishing high school, making the transition to postsecondary education and workforce training, and pursuing a postsecondary degree or certificate. We also discuss the challenges for youth who are not on a traditional pathway from high school to college and who instead participate in the adult education system, either because they have dropped out of US schools or because they immigrated to the United States in later adolescence. At all stages we highlight promising practices uncovered during field research, as well as remaining barriers discussed by our interviewees. The report concludes with a discussion of recommendations and policy opportunities for advancing the educational achievement and workforce success of first- and second-generation youth in Washington.

D. Educating Immigrant Youth: Basic Trade-offs

Throughout our cross-system analysis of immigrant students' access to and success in high school, adult education, and postsecondary education, we observed a number of recurring themes. These include basic trade-offs in education policy that apply generally but are particularly salient for immigrant youth:

- ***Access versus rigor.*** Many of the promising practices highlighted in this report involve strategies to increase access to high-quality learning opportunities, including college-ready curricula, career and technical education (CTE), and efforts to accelerate transitions from adult education to college degree and certificate programs. However, educators frequently noted challenges in

68 Tom Hertz, *Understanding Mobility in America* (Washington, DC: Center for American Progress, 2006), www.americanprogress.org/wp-content/uploads/issues/2006/04/Hertz_MobilityAnalysis.pdf.
69 Randy Capps, Michael Fix, and Serena Yi-Ying Lin, *Still an Hourglass? Immigrant Workers in Middle-Skilled Jobs* (Washington, DC: MPI, 2010), www.migrationpolicy.org/pubs/sectoralbrief-Sept2010.pdf.
70 Washington Higher Education Coordinating Board, *Key Facts.*
71 The other states included in the study are California, Florida, Georgia, and New York.

balancing the priorities of access — particularly for ELLs and students with low basic skills — with concerns about maintaining program rigor and quality.

- ***Mainstreaming versus sheltering.*** A similar trade-off involves the rights-related question of whether ELLs and immigrant students are best served by inclusion in mainstream programs or in sheltered learning environments that target their specific needs and abilities.
- ***Scale versus intensity.*** Throughout our site visits, we learned about a number of "high-touch" interventions that involve personalized assistance and comprehensive support to help small and targeted groups of students navigate the college-going process. Alternatively, other programs have a wider reach but involve less-intensive support. In an environment of significant resource constraints, policymakers and educators frequently find themselves weighing these competing priorities.
- ***Flexible pathways and high expectations.*** First- and second-generation immigrants often enter secondary and postsecondary education with a number of academic, linguistic, personal, and socioeconomic challenges. Their unique circumstances often require unique solutions, such as extended high school graduation timelines and alternative program options for youth who struggle to learn English and grade-level content within four years. However, some stakeholders worry that this flexibility can lead to lower expectations and may track immigrant youth into less-rigorous programs. Washington State's accountability system includes extended (five-year) as well as on-time (four-year) graduation rates. Adjusting the variable of *time* in school does not necessarily affect the quality of the education received. ELLs may have stronger chances of graduating in five years, but the strength of their preparation for college and the workforce also depends on instructional factors and supports, as discussed throughout this report.

Advancing the educational attainment of immigrant youth is a complicated proposition that requires educators and policymakers in Washington State — as well as nationally — to weigh multiple priorities, within a context of limited resources.

As these trade-offs make evident, advancing the educational attainment of immigrant youth is a complicated proposition that requires educators and policymakers in Washington State — as well as nationally — to weigh multiple priorities, within a context of limited resources. Washington's achievements and remaining challenges in serving this population are, in many ways, instructive for audiences in other states and communities.

II. Study Approach

> *The study disaggregates the youth population by generation, defining the **first generation** as those who immigrated to the United States, the **second generation** as US-born youth with immigrant parents, and the **third (or subsequent) generations** as youth with US-born parents.*

This report's findings are based on research using a mixed-methods approach, integrating quantitative data analyses with qualitative fieldwork. Our quantitative analyses use survey data from the US Census Bureau — specifically, the most recent available years of the American Community Survey (ACS) and US Current Population Survey (CPS) — to examine sociodemographic characteristics and differences in educational attainment among immigrant youth and their peers in Washington State. We focus on the population between ages 16 and 26, as this time period plays a critical role in a young person's educational, professional, and personal development.[72] We disaggregate the youth population by generation, defining the first generation as those who immigrated to the United States, the second generation as US-born youth with immigrant parents, and the third (or subsequent) generations as youth with US-born parents. Within the first-generation population we also disaggregate youth from the most common international origins (Mexico, East Asia, and the Pacific, in the case of Washington State), as well as those with and without legal authorization to reside in the United States. The degree of disaggregation depends on the measures employed and the strength of the available data.

We also examine administrative data from state agencies, including the Office of the Superintendent of Public Instruction (OSPI, Washington's K-12 public education agency), the State Board for Community and Technical Colleges (SBCTC), the Washington Education and Research Data Center, and the Washington School Achievement Council.[73] The study districts and colleges provided us with additional data upon request.

In general, the survey data (ACS and CPS) describe self-reported school attendance and completion, rather than actual enrollment or attendance. The administrative data lack the demographic detail available in the ACS and CPS — in particular, they seldom report the immigrant origins of students or their parents — but they provide much more complete and accurate counts of school enrollment and completion, while also describing a broader range of educational outcomes.

We also review a wide body of literature on Washington State's education and workforce development initiatives. Analyzing previous research allowed us to explore how the first- and second-generation youth populations have fared within the broader context of state and local efforts to promote college and career readiness.

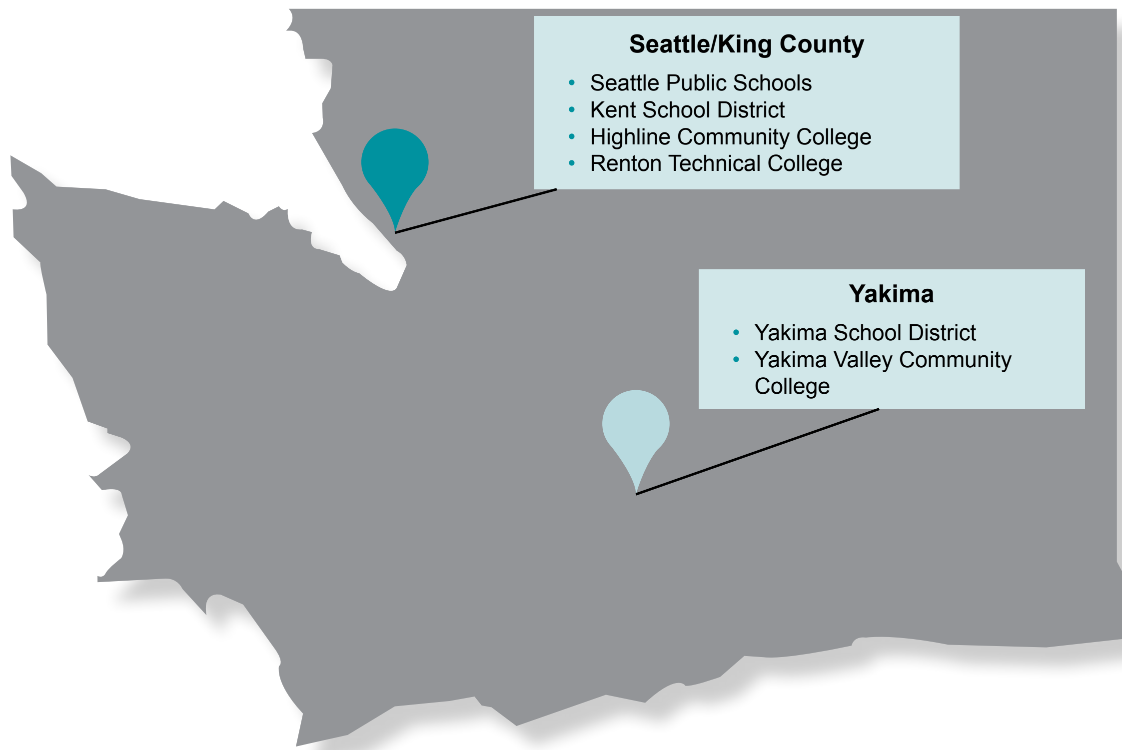
Our fieldwork centered on secondary schools and public, two-year colleges, and on youth-serving nonprofit organizations and public agencies. We focused on three school districts and three community colleges located in the western and central regions of Washington (see Table 2).

Table 2. Washington Fieldwork Sites

Region	K-12 School Districts	Two-Year Colleges
Western Washington/King County	Seattle Public Schools	Highline Community College
	Kent School District	Renton Technical College
Central Washington/Yakima Valley	Yakima School District	Yakima Valley Community College

72 Batalova and Fix, *Up for Grabs.*
73 Formerly the Washington Higher Education Coordinating Board.

Figure 3. Map of Washington State Fieldwork Sites



We chose these sites based on a variety of factors, including:

- **Concentration of ELLs and immigrants.** We limited our site selection to public K-12 school districts that have a higher proportion of ELLs than the state average (9 percent). We used ELLs as a proxy for immigrant and second-generation students because school districts do not keep data on the nativity of students or their parents, despite the fact that many immigrant origin students, especially those who are second generation, are proficient in English. We chose community colleges located in regions with high immigrant densities, regions that generally overlapped with our selected school districts.

- **Diversity of immigrant communities.** Washington's first- and second-generation youth are remarkably diverse in their racial/ethnic backgrounds and immigrant origins. We selected sites that capture this diversity: western Washington, which includes the Seattle-King County metropolitan area, has higher shares of immigrants with Asian and Pacific origins than the national average, and is home to most refugees in the state.

  By contrast, immigrants in central Washington primarily originated in Mexico. The communities in the Yakima Valley, approximately three hours from Seattle, have the largest concentrations of Latinos in the state. While many Latinos settled in the region several generations ago, a significant share is composed of recent immigrants and/or migrant agricultural workers.

- **Reputation for high levels of commitment, innovation, and promising practices in serving immigrant youth.** Finally, we selected sites where high schools and colleges had developed a reputation for their innovation in promoting higher education access and success for first- and second-generation immigrant youth. We consulted with stakeholders at the state level and researchers based in Washington to help us identify schools, districts, and colleges that had demonstrated a commitment to serving our focal populations, and reviewed prior research on relevant institutions in the state.

As a result of this process, we chose the sites listed in Table 2. We recognize that these sites are not a representative sample of districts and higher-education institutions in Washington, and that many more schools and colleges are dedicated to high-quality, innovative reforms targeting first- and second-generation youth throughout the state; unfortunately we could not include them all in this study.

In the three school districts selected, we conducted semi-structured, qualitative interviews with a variety of senior-level district administrators, including those responsible for ELL education.

In the three school districts selected, we conducted semi-structured, qualitative interviews with a variety of senior-level district administrators, including those responsible for ELL education. We also visited two high schools — one each in the Kent and Yakima districts — and met with administrators and a small group of teachers and staff. At the community colleges, we interviewed senior administrators, including those responsible for adult education as well as college-level and workforce preparation programs, and small groups of faculty from these areas. We also conducted state-level interviews with groups of administrators in the state education agency and the two-year college system, met with several nonprofit organizations, and interviewed staff from a local workforce development agency. In total, we conducted in-person or telephone interviews with approximately 70 respondents in Washington State.

III. Population and Context

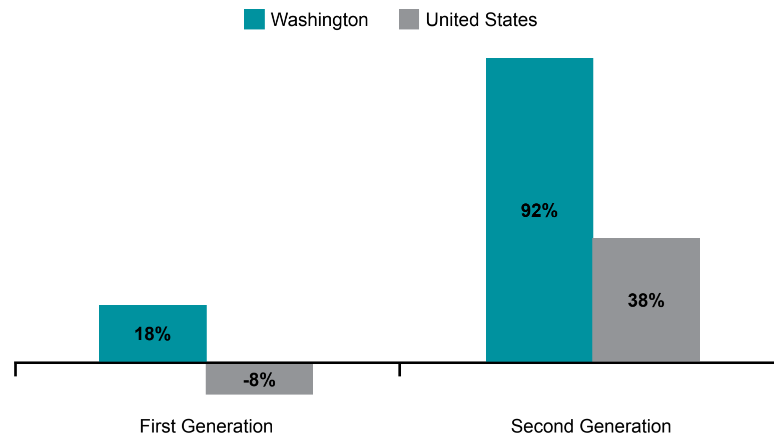
A. A Demographic Profile of Washington State's First- and Second-Generation Immigrants

Washington — like a number of other states in the Northwest, Southwest, and Southeast — has been termed a "new growth" state for the rapid rise in its immigrant population.[74] While the state's share of immigrants (13 percent) was about the same as the national average in 2011, Washington experienced much faster growth in its immigrant population between 2000 and 2011 than did the nation (48 versus 30 percent).[75]

> *Washington experienced much faster growth in its immigrant population between 2000 and 2011 than the United States overall.*

As a result, the state's first- and second-generation youth populations also grew relatively rapidly. From 2001 to 2010, the second-generation youth population grew 92 percent in Washington, far eclipsing the nationwide growth rate (see Figure 4). The first-generation youth population also continued to grow at a rate of 18 percent in Washington, while it declined nationally — a trend that has broad implications for the type of education services needed in Washington.

Figure 4. Rapid Growth in the Second Generation in Washington Compared to United States



Note: Growth in the first- and second-generation youth population, ages 16 to 26, 2001-10.
Source: MPI analysis of data from US Current Population Survey, March Annual Social and Economic Supplement (CPS-ASEC), 2000-02 pooled, and 2009-11 pooled.

Race/ethnicity and national origins. During the 2007-11 period, 70 percent of all Washington youth ages 16 to 26 identified themselves as white (see Table 3).[76] The rapidly growing, first- and second-generation youth populations, however, are predominately nonwhite. Among the first generation, 44 percent were Latino and 29 percent were Asian. Notably, Washington has a significant population of Black immigrant youth (11 percent of the first-generation population.)[77] Most of Washington's Black immigrants come from African countries such as Ethiopia, Kenya, and Nigeria. The state has relatively few Black immigrants from the Caribbean. Among the second generation there are roughly equal shares of Latinos, Asians, and whites. Overall, first-generation youth are more likely to be Latino or Black than the second

74 Randy Capps, Michael E. Fix, and Jeffrey S. Passel, *The Dispersal of Immigrants in the 1990s* (Washington, DC: The Urban Institute, 2002), www.urban.org/publications/410589.html.
75 Migration Policy Institute Data Hub, "States Ranked by Percent Change in the Foreign-Born Population: 1990, 2000, 2010, and 2011," and "States Ranked by Percent Foreign Born: 1990, 2000, 2010, and 2011," www.migrationinformation.org/datahub/acscensus.cfm#rankings.
76 Throughout the report the racial/ethnic term "white" refers to the non-Hispanic white population.
77 Throughout the report we use the racial/ethnic term "Black" instead of "African American" because the data may refer to youth from Black immigrant families, rather than native-born families.

generation, indicating a relative increase in immigration from Latin American and African countries during recent years, as well as a slowdown in arrivals from Asia and Europe.

Mexico is the most common country of origin for Washington's first-generation youth (40 percent). Other highly represented countries include Vietnam (6 percent), and India, Korea, the Philippines, and Russia (4 percent each).[78]

Table 3. Race/Ethnicity of First- and Second-Generation Youth Ages 16 to 26 in Washington

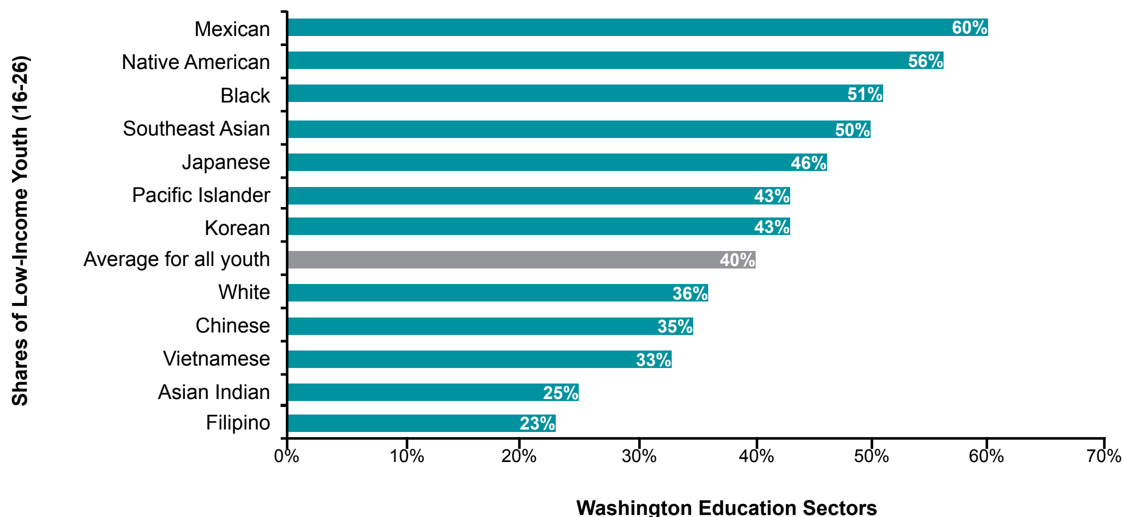
	Latino	Asian/ Pacific Islander	White	Black
Total	**13%**	**9%**	**70%**	**6%**
1st Generation	44%	29%	16%	11%
2nd Generation	31%	31%	32%	5%
3rd + subsequent generations	5%	2%	85%	5%

Note: Percentages do not equal 100, as Native American youth have been omitted.
Source: MPI analysis of 2007-11 CPS-ASEC data pooled.

Low-income youth. In the 2008-10 period, 40 percent of youth ages 16 to 26 in Washington were members of low-income households, defined here as having a family income below 200 percent of the federal poverty level (see Figure 5).

The demographic data reveal wide variation in income among the major racial/ethnic groups, as well as substantial differences among Asians. Mexican youth, regardless of immigrant generation, were the most likely to be low income (60 percent).[79] Low income was also relatively common among Black, Japanese, Korean, and Pacific Islander youth, as well as youth with Southeast Asian (Cambodian, Hmong, Laotian, and Thai) ethnicity. Along with white youth, youth with Filipino, Indian, Vietnamese, and Chinese ethnicity were the least likely to be low income.

Figure 5. Shares of Low-Income Youth Ages 16 to 26 in Washington State, By Racial/Ethnic Group



Notes: Rates are shown for all youth regardless of immigrant generation. Low-income youth have family incomes below 200 percent of the federal poverty level. Southeast Asian youth include those with Cambodian, Hmong, Laotian, and Thai ethnicity.
Source: MPI analysis of data from the American Community Survey (ACS), 2008-10 pooled.

78 MPI analysis of CPS-ASEC data, 2007-11 pooled.
79 The low-income figures displayed here are for all youth from a given ancestry regardless of generation (first, second, or third). The ACS data employed did not allow disaggregation of all three generations; however, the vast majority of Mexican and Asian ancestry groups in the state are either first or second generation.

B. *Unauthorized Immigrant Youth and Opportunities for Legalization*

Approximately 38 percent of Washington State's *first-generation* youth ages 16 to 26 (about 38,000 individuals) were unauthorized immigrants in the 2007-11 period. This rate is lower than the national average (47 percent), which is likely a reflection of Washington's relatively high share of immigrants from regions other than Latin America.

Proposed federal legislation may soon offer an opportunity for many unauthorized immigrants to adjust their legal status. The *Border Security, Economic Opportunity, and Immigration Modernization Act* (S. 744), introduced in the Senate in April 2013, would create a pathway to lawful permanent residence and citizenship for individuals meeting certain criteria, and also would offer profound changes to visa policies for both high- and low-skilled immigrants, including a new program for agricultural workers.[80] With momentum for comprehensive immigration reform at its strongest in decades, many observers expect the current proposals to culminate in a new law before the end of the year, although pitfalls to enactment remain.

The Senate proposal includes an expedited pathway to lawful permanent residence and citizenship — a provision known as the *Development, Relief, and Education for Alien Minors* (DREAM) Act of 2013 — for a select subset of the unauthorized immigrant youth population. Under this proposal, applicants for the DREAM Act would need to have completed a high school diploma or its equivalent in the United States, and earned a postsecondary degree or completed at least two years of postsecondary study toward a bachelor's degree. Such prospects for citizenship create new incentives for unauthorized immigrant youth to remain in school, and enroll and persist in college.

In the meantime, the Deferred Action for Childhood Arrivals (DACA) program already provides temporary relief from deportation and work authorization for eligible youth. Launched in August 2012 by US Citizenship and Immigration Services (USCIS), DACA is available to young adults ages 30 and younger who came to the United States before age 16, and who are currently enrolled in school or workforce training, have graduated from high school or earned a GED, or have been honorably discharged from the US armed forces.[81] According to Migration Policy Institute (MPI) estimates, nearly 1 million unauthorized youth in our study population (ages 16 to 26) nationwide could be eligible to take advantage of DACA — including approximately 15,000-25,000 youth in Washington alone.[82] However, DACA recipients remain ineligible for federal financial aid for higher education, and questions of state financial aid and tuition policies are left to the discretion of each state.

C. *Immigrant Youth in Washington's K-12 Public Schools*

The state's growing diversity is reflected in the demographics of the K-12 school system. White students comprised 60 percent of all students in grades 9-12 during the 2011-12 school year (see Table 4). Twenty percent of all students were Hispanic— up from 16 percent in 2010-11, and 12 percent in 2002-03.[83] Asian students made up 7 percent of the state's public school students, and Blacks comprised about 5 percent of students.

80 *Border Security, Economic Opportunity, and Immigration Modernization Act*.
81 For more information, see Batalova and Mittelstadt, *Relief from Deportation;* USCIS, "Consideration of Deferred Action for Childhood Arrivals Process."
82 MPI analysis of 2006-08 and 2008-10 CPS-ASEC data pooled, with assignments of legal status by Jeffrey S. Passel at the Pew Hispanic Center.
83 OSPI, "October Enrollment Report, 2002-2003," www.k12.wa.us/dataadmin/pubdocs/p105/FALL02P105A032703.xls.

Table 4. Washington State Public School Enrollment by Grade Level and Race/ Ethnicity, 2011-12

Race	Enrollment Grades K-12 (%)	Enrollment Grades 9-12 (%)
Hispanic	20%	17%
American Indian/ Alaskan Native	2%	2%
Asian	7%	7%
Black	5%	5%
Pacific Islander	1%	1%
White	60%	63%
Two or More Races-Not Hispanic	6%	5%
Total	**100%**	**100%**

Source: Office of the Superintendent of Public Instruction (OSPI), "October Federal & State Ethnicity/Race Enrollment Reports by Aggregate Level: Data as of 08/23/2012," www.k12.wa.us/dataadmin/GenderEthnicity.aspx.

Approximately 89,000 students in Washington's public schools — 8.5 percent of total enrollment — were ELLs in the 2011-12 school year.[84] This represents a slight decrease from 2010-11, in which ELL enrollment peaked at 92,000 students.

Approximately 89,000 students in Washington's public schools — 8.5 percent of total enrollment — were ELLs in the 2011-12 school year.

ELLs are heavily concentrated in the early elementary grades, as many children from immigrant households begin kindergarten with limited English proficiency. Many are reclassified out of the ELL subgroup — usually by grade 3 — if they achieve the required cutoff score on the state's English language proficiency exam. At the high school level, ELLs represented approximately 4 percent of all students in the 2011-12 school year.[85] As in other states, the number of new students classified as ELLs spikes in grade 9, as late-arriving immigrant adolescents are frequently assigned to this grade level. The number of ELLs is lowest in grade 12; most students — including many who entered as late as grade 9 — have been reclassified as English proficient by this grade level, and significant numbers have also dropped out of school.[86]

ELL students in Washington State spoke more than 200 languages during the 2011-12 school year. While Spanish is the most common language of ELLs, the state is more linguistically diverse than the United States overall. Sixty-seven percent of ELLs in Washington spoke Spanish in 2011-12 (see Table 5). By comparison, national figures indicate that a higher percentage of ELLs speak Spanish (over three-quarters), with no other language accounting for more than 2 percent of the total population.[87]

84 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*
85 MPI analysis of data from Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12*, and OSPI, *October Federal and State Ethnicity/Race Enrollment Reports by Aggregate Level: Data as of 08/23/2012* (2012) (Olympia, WA: OSPI), www.k12.wa.us/dataadmin/GenderEthnicity.aspx. Note that this number is approximate, as these data sources reflect slightly different enrollment figures for the same school year.
86 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*
87 Batalova and McHugh, "Top 5 Languages Spoken."

Table 5. Top Languages Spoken by ELLs in Washington, 2011-12

Language	Share of ELL Languages
Spanish	67%
Russian	4%
Vietnamese	4%
Somali	3%
Chinese	2%
Ukainian	2%
Korean	1%
Tagalog	1%
Arabic	1%

Source: Helen Malagon, Paul McCold, and Julie Hernandez, *Educating English Language Learners in Washington State 2011-12* (Olympia, WA: OSPI, 2012), www.k12.wa.us/MigrantBilingual/pubdocs/TBIPLegislativeReport2011-12.pdf.

I. A Demographic Profile of Our Study Districts

The demographics of the three K-12 school districts visited for this study reveal significant regional differences in immigrant settlement patterns across Washington. Kent and Seattle school districts, both located in King County in western Washington, each have sizeable Asian, Black, and Hispanic populations. In both districts, whites were a minority of students, and Asians were the largest ethnic group after whites during the 2011-12 school year (see Table 6). By contrast, Yakima's public schools were predominately Hispanic (74 percent), and the remainder of the student body was almost entirely white (21 percent), with very small populations of Asian and Black students. Yakima was the poorest of the three districts, with 83 percent of its students eligible to receive free or reduced-price meals (compared to a statewide average of 46 percent)[88] All three districts had larger concentrations of ELL students than the state average.

Table 6. Demographics of Study School Districts, 2011-12 School Year

	Kent	Seattle	Yakima
All Students (number)	**27,091**	**49,268**	**15,064**
Asian	17%	18%	1%
Black	12%	19%	1%
Hispanic	19%	12%	74%
Pacific Islander	2%	1%	0%
White	41%	43%	21%
Low-Income	52%	43%	83%
English language learner	14%	10%	27%

Note: Percentages of racial/ethnic groups do not add up to 100, as Native American students and those reporting "two or more races" have been omitted.
Source: OSPI, "Washington State Report Card, 2011-12," http://reportcard.ospi.k12.wa.us/summary.aspx?year=2011-12.

Spanish was the most common home language in each of the study districts in 2011-12. In Yakima over 99 percent of ELLs spoke Spanish.[89] In Seattle and Kent, large numbers of students also spoke Somali, Vietnamese, Chinese, Tagalog, Ukrainian, Punjabi, Amharic, and Russian. The heterogeneity of the ELL population in districts such as Kent or Seattle has important implications for the type of instruction and native language services that schools are able to provide, as it is more challenging to offer bilingual education or translation to students and families speaking such a wide variety of languages.

88 The eligibility threshold for the federal Free and Reduced Price Meals (FRPM) program is 185 percent of the federal poverty level.
89 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*

2. Immigrant and ELL Subgroups with Unique Educational Needs

In our research we sought to highlight a number of immigrant youth subgroups that have been historically disadvantaged and may have unique educational needs.

a) Refugees

In some parts of Washington State, many foreign-born youth are refugees. Children in refugee families confront a particular set of challenges upon entry into US schools: in addition to limited English proficiency and interrupted education, many arrive with a range of personal and social service needs related to poverty, trauma, acculturation, and physical and mental health issues. The federal Refugee School Impact Grant (RSIG), administered by the Office of Refugee Resettlement (ORR), allocates funds to states for instruction and support services for refugee children ages 5-18. Washington's Office of Refugee and Immigrant Assistance receives $650,000 a year for this program;[90] the state contracts with the intermediary organization School's Out Washington to administer the grant and support school district–community partnerships. Refugee students who have been in the United States for fewer than three years are eligible to participate in RSIG programs.

According to data from ORR, Washington had a total of 2,441 qualified refugee children in the 2011-12 school year, based on the number of eligible entrants ages 5-18 in fiscal years 2009-11.[91] Refugees were concentrated in King County, and the school districts with the largest RSIG programs were Seattle, Kent, and Tukwila (another South King County district that borders Kent). Yakima did not have any refugee students. District administrators from Kent shared demographic information on their 470 students who met the federal definition of eligible refugees in 2011-12 — 170 of whom were in grades 9-12. Thirty percent of Kent's refugees spoke a Burmese language (Burmese, Karen, or Chin), 20 percent spoke Arabic, 15 percent spoke Nepali, and 15 percent spoke Somali.[92]

b) Children of Migrant Workers

The children of migrant agricultural workers (termed "migrant" students in federal education policy) also face a specific set of barriers, including interrupted education as well as shifting curricula and graduation requirements as they move across districts or states, or even the US-Mexico border. Most of these youth are first- or second-generation Latinos.[93]

Washington State receives Migrant Education Program (MEP) funds from the US Department of Education that are subgranted to eligible districts, colleges, and other public and nonprofit organizations.[94] The federal definition of migrant children includes those who:

- Are ages 3 to 21
- Have not graduated from high school or obtained a GED
- Have agricultural worker or fisher parents
- Have moved from one district to another in the past 36 months so the parent can seek or obtain agricultural or fishing employment.

---

90 US Office of Refugee Resettlement (ORR), "School Impact Grants," www.acf.hhs.gov/programs/orr/resource/schoold-impact-grants.
91 ORR, "Numbers of Refugee Children Ages 5-18 by State for FY 2009-FY 2011," *School Impact*, http://archive.acf.hhs.gov/programs/orr/programs/ref_school_impact.htm.
92 Data provided by Kent School District to MPI. Information on file with the authors.
93 Daniel Carroll, Ruth M. Samardick, Scott Bernard, Susan Gabbard, and Trish Hernandez, "Chapter 1: Birthplace, Employment Eligibility, and Migrant Types," in *Findings from the National Agricultural Workers Survey 2001-2002* (Washington, DC: US Department of Labor, 2005), www.doleta.gov/agworker/report9/chapter1.cfm#birthplace.
94 The Migrant Education Program is Title I, Part C of the *Elementary and Secondary Education Act*.

Statewide, 2 percent of students in grades K-12 were designated as migrants in 2010-11. Not surprisingly, the urban King County districts of Kent and Seattle had low shares of migrant students; however, migrants comprised 19 percent of students in Yakima.[95] Data from the previous school year, 2009-10, indicate that over 1,000 of Yakima's migrant students were in grades 9-12.[96]

c) Newcomers and SIFE

Immigrant youth who arrive during the middle and high school years can be challenging to educate, because they often miss some years of schooling in their home countries, and the schooling they have received may differ from that provided in the United States. It is common for adolescents to immigrate after elementary school: almost half (47 percent) of first-generation youth in Washington arrived in the United States at age 16 or older, and another 18 percent arrived at ages 12 through 15. Late-arriving students may enter high school with limited English skills, and they face the task of completing high school graduation requirements while simultaneously addressing broader acculturation challenges. In Seattle, over one-third (36 percent) of high school ELLs are newcomers, having immigrated to the United States in the past three years.

More than one-third of Seattle's secondary-level ELLs immigrated to the United States in the last three years.

Some newcomers received a strong education in their countries of origin, while others arrive significantly below grade level and can be characterized as students with interrupted formal education (SIFE). Our fieldwork interviews suggested that newcomers who have received consistent schooling and have strong literacy in their native language often develop English proficiency quickly through their district's standard ESL or bilingual program. However, interviewees frequently mentioned the difficulties in meeting the needs of adolescents who enter US schools with very low levels of basic education. As one district administrator noted, nearly all refugee youth who arrive in US schools as adolescents are SIFE, due to limited schooling in refugee camps beyond the primary grades.

d) Long-Term ELLs

Students who have been classified as ELLs for several years and have failed to make expected progress in attaining English proficiency also warrant special attention at the secondary level. Commonly referred to as "long-term ELLs," many of these students have been in US schools for their entire education; in fact many are second-generation (i.e., US-born) children. Long-term ELLs may have strong social English skills, but they typically struggle with academic reading and writing, and are not able to demonstrate proficiency on statewide assessments of language or content skills. Precise definitions of the length of time that constitutes long-term ELL status remain contested by researchers and educators; according to Laurie Olsen , long-term ELLs are those who have been in US schools for more than six years without "reaching sufficient English proficiency to be reclassified."[97] They often lack literacy skills in their home language as well as English. Interviewees mentioned that transience contributes to students becoming long-term ELLs; as families move back and forth between districts, and sometimes return to their countries of origin for extended periods of time, youth lack a consistent focus on their language development.

In Seattle 23 percent of ELLs in grades 9-12 were long-term ELLs (defined by the district as being in the ELL program for more than six years) in 2011-12.[98] Overall, 15 percent of Seattle's high school ELLs and 19 percent of Kent's high school ELLs were US-born, second-generation immigrants in 2011-12.[99]

95 OSPI, "Washington State Report Card, 2010-11," http://reportcard.ospi.k12.wa.us/summary.aspx?year=2010-11.
96 Lisa Ireland, *Graduation and Dropout Statistics for Washington in 2009-10* (Olympia, WA: OSPI, 2010), www.k12.wa.us/DataAdmin/pubdocs/GradDropout/09-10/GraduationDropoutWashington2009-10.pdf.
97 Laurie Olsen, *Reparable Harm: Fulfilling the Unkept Promise of Educational Opportunity for California's English Learners* (Long Beach, CA: Californians Together, 2010), www.californianstogether.org/docs/download.aspx?fileId=227.
98 Data provided by Seattle Public Schools to MPI. Information on file with the authors.
99 Ibid, and data provided by Kent School District to MPI. Information on file with the authors.

e) Former ELLs

> *Former ELLs may be the most commonly overlooked segment of the first- and second-generation youth population.*

Former ELLs, or those students who have been reclassified out of ELL programs, may also lack the "academic English" required for college and careers. They may have exited ELL programs during earlier grades, but could have academic deficiencies that appear at the high school level. Federal law requires that former ELLs be monitored for up to two years after exiting special programs, in order to address any persistent language barriers and allow students to reenter ELL programs if needed. However, after this two-year period, former ELLs lose this special designation, and are not officially tracked in state-level data. Teachers and school administrators may be unaware that their students are former ELLs whose language development could benefit from continued support. These students may be the most commonly overlooked and understudied segment of the first- and second-generation youth population, as they are no longer identified as members of a special subgroup for accountability, programming, or funding purposes.

D. Washington State's Postsecondary Education Institutions

Washington State's public, two-year college system consists of 34 institutions governed by the State Board for Community and Technical Colleges (SBCTC). These colleges provide academic courses designed to transfer to four-year colleges, award associate degrees, and also a wide variety of workforce certificate and credential programs that do not confer academic credit. These colleges also offer a limited number of "applied baccalaureate" programs, which are four-year degrees for students in select career fields.

Washington also has six public baccalaureate (i.e., four-year degree) institutions, divided into two types. The two "research" universities — the University of Washington and Washington State University (WSU) — offer baccalaureate, graduate, and professional degree programs, and are the state's most selective public universities. Four less-selective, "comprehensive" universities — Central Washington University, Eastern Washington University, Western Washington University, and the Evergreen State College — offer baccalaureate and master's degrees. The state also has a wide variety of private, four-year colleges and universities, as well as a number of proprietary colleges that offer workforce-oriented certificates and degrees at various levels.

1. Washington's Adult Education System

The community and technical colleges also provide over 95 percent of publicly funded, noncredit — also known as "basic skills" — adult education courses in the state. Importantly, the structure of locating adult education in the community and technical college system has contributed to the emergence of Washington State as a national leader in facilitating students' transition from adult education to college degree and certificate programs. This alignment between adult and postsecondary education is unusual and is unique among the five states included in our study.

Washington's adult education system includes ESL courses for immigrants, as well as elementary- and secondary-level Adult Basic Education (ABE) courses for individuals who do not have a high school diploma. Tuition for these noncredit courses was $25 in 2011-12, and low-income students received fee waivers at many institutions. Approximately 47,300 students enrolled in Washington's community and technical colleges with "basic skills as their immediate goal" during the 2011-12 school year, representing 13 percent of the total student headcount.[100]

100 Washington State Board for Community and Technical Colleges (SBCTC), "Enrollments," in the *Academic Year Report, 2011-12* (Olympia, WA: SBCTC, 2012), www.sbctc.edu/college/studentsvcs/2enroll_1112.pdf.

ESL instruction accounts for just over half of all adult education courses provided in Washington.[101] Nationally, adult education students tend to be older than the traditional population of college students, and this is the case in Washington as well. The median age of students enrolled in adult education classes in fall 2011 was 31, compared to median ages of 22 for two-year college students with a transfer goal, and 29 for students with a goal of completing a workforce education program.[102] While we were unable to identify the exact number of adult education students in our focal 16-26 age range, 46 percent of all adult education students were age 29 or younger.[103]

2. Representation of Racial/Ethnic Groups across Washington's Educational Institutions

Enrollment data suggest that some groups of immigrant and second-generation youth are underrepresented in Washington's higher education institutions, while others are overrepresented (see Figure 6). In fall 2010 Hispanics comprised 16 percent of all students in grades 9-12, but only 9 percent of students enrolled in public two-year colleges and 7 percent of those enrolled in four-year colleges.[104] The drop-off in Hispanic enrollment suggests this group faces unique barriers to postsecondary education in Washington; it is the only major ethnic group that experiences such a steep drop-off.

Hispanics comprised 16 percent of all students in grades 9-12, but only 9 percent of students enrolled in public two-year colleges and 7 percent of those enrolled in four-year colleges.

Black enrollment is roughly the same across high schools, two-year colleges, and private four-year colleges — though slightly lower in public four-year colleges. Asian and Pacific Islander students, by contrast are *overrepresented* in public four-year colleges relative to their share of the high school population. These figures do not disaggregate the lower-income Asian groups described earlier (i.e., Southeast Asians and Pacific Islanders) nor do they differentiate Black immigrants from US-born Black students. It is also worth noting that Washington does not collect data on ELL students at the postsecondary level, so it is not possible to compare the proportion of these students in high schools versus college campuses.

Washington does not collect data on ELL students at the postsecondary level, so it is not possible to compare the proportion of these students in high schools versus college campuses.

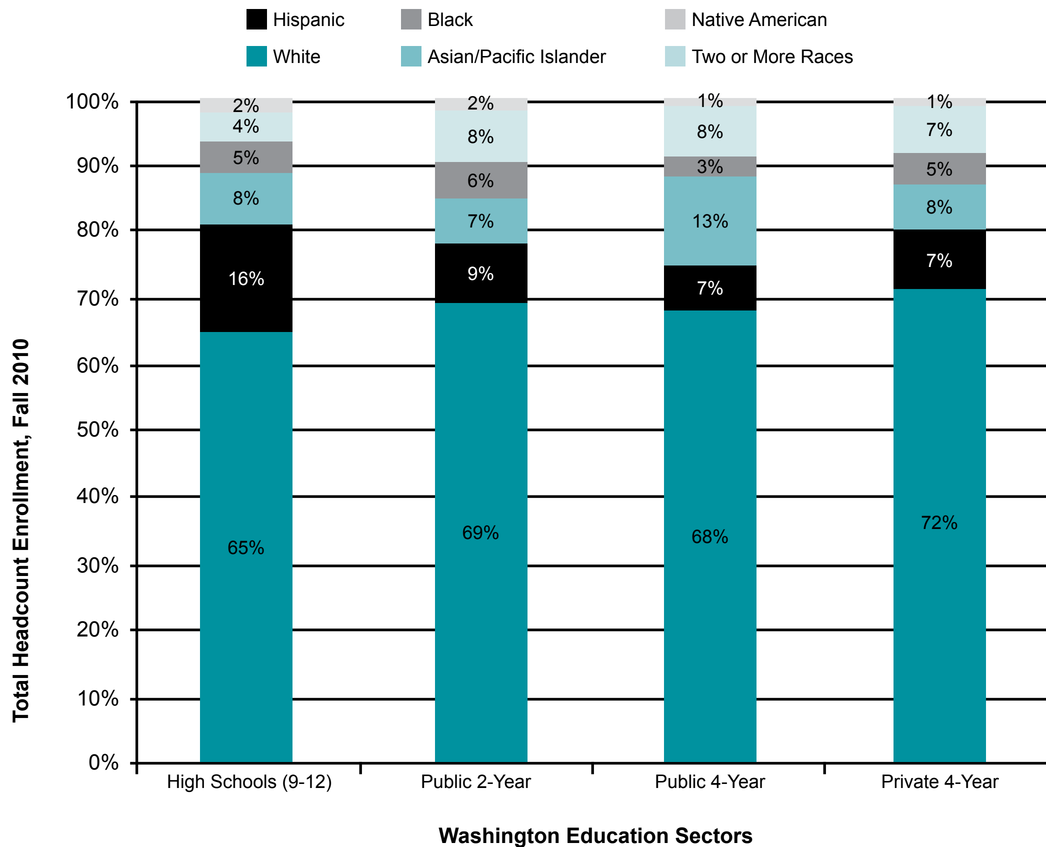
101 US Department of Education, Office of Vocational and Adult Education (OVAE), "Washington, 2010 Program Year, Table 3. Participants by Program Type and Age, NRS Data from 2010-2011," *National Reporting System*, http://wdcrobcolp01.ed.gov/CFAPPS/OVAE/NRS/login.cfm.

102 SBCTC, "Enrollments," in the *2011 Fall Quarter Enrollment and Staffing Report* (Olympia, WA: SBCTC, 2011), www.sbctc.edu/college/studentsvcs/2enrol_11.pdf.

103 Ibid.

104 Note that the data on high school enrollment presented in Figure 5 are for the 2010-11 school year, while the data in Table 3 are for the 2011-12 school year. We use the older data in Figure 5 because comparable college data were not available for the 2011-12 school year.

Figure 6. Hispanics Underrepresented in Postsecondary Education in Washington State, 2010-11



Notes: The first bar on the left represents 9-12 education; these data provide a point of comparison, when considering the demographics of postsecondary education, as K-12 education is free and generally compulsory for all students up to age 18. Students in Washington State may withdraw from school at age 15 with a special waiver for employment, or if tested and found to be proficient at the ninth grade level. The data presented in this chart represent enrollment in the 2010-11 school year, the most recent year for which comparable data were available across Washington State's educational sectors.
Sources: OSPI, "October 1 Enrollment Report," *2010-11;* Washington Higher Education Coordinating Board, *Key Facts about Higher Education in Washington, 2012* (Olympia, WA: Washington Higher Education Coordinating Board, 2012), www.k12.wa.us/dataadmin/GenderEthnicity.aspx.

College enrollment has increased dramatically among all racial/ethnic groups since fall 1999, and Hispanic enrollment has risen faster than other groups. The proportion of Hispanic students on college campuses has approximately doubled at all levels of postsecondary education over this time period; in two-year colleges, for instance, the share of Hispanics increased from 5 percent to 9 percent.[105] While there have been some improvements in college access for Hispanic high school graduates, this change is roughly proportional to the increase in Hispanic enrollment in K-12 schools.[106]

105 Washington Higher Education Coordinating Board, *Key Facts.*

106 Latinos represented 20 percent of K-12 enrollment in fall 2011, compared with just 8 percent in fall 1999. OSPI, "Washington State Report Card, 1999-00," http://reportcard.ospi.k12.wa.us/summary.aspx?year=1999-00.

Finally, within the two-year college system, there are significant disparities in enrollment in the three main types of programs offered: transfer programs (academically oriented), workforce programs, and adult education programs. Data from SBCTC on state-supported students in the three program areas indicate that Hispanic students are overrepresented among adult education students (comprising about one-third of these students), and underrepresented among transfer and workforce students.[107]

Demographics of Study Colleges

As with our study school districts, the student bodies of the colleges that we visited largely reflect the demographics of their local communities. Two of the colleges were located in South King County: Highline Community College and Renton Technical College. Yakima Valley Community College is located in central Yakima, and is the top destination for college-going graduates from Yakima School District. About half (47 percent) of Yakima Valley students are Hispanic (see Table 7); this significant share of Hispanic students qualifies the college as a federally designated Hispanic-Serving Institution.[108] Highline Community College and Renton Technical College have greater overall diversity, with much larger Asian/Pacific Islander and Black student populations and a racial/ethnic composition that is similar to the nearby school districts of Seattle and Kent.

Table 7. Demographics of Study Colleges, Fall 2011

	Highline	Renton	Yakima
Asian/ Pacific Islander	22%	21%	2%
Black	18%	14%	2%
Hispanic	18%	15%	47%
Native American	2%	2%	4%
White	35%	46%	44%
Other/ Multiracial	5%	2%	1%

Source: SBCTC, "Students Served: Gender and Demographics," in *2011 Fall Quarter Enrollment and Staffing Report* (Olympia, WA: SBCTC, 2011), www.sbctc.edu/college/studentsvcs/3serve_11.pdf.

107 According to SBCTC's enrollment report on state-supported students, Hispanics comprised 35 percent of basic skills students in fall 2010, compared to 10 percent of transfer and workforce students. SBCTC, "Students Served: Gender and Demographics," in the *2011 Fall Quarter Enrollment and Staffing Report* (Olympia, WA: SBCTC, 2011), www.sbctc.edu/college/studentsvcs/3serve_11.pdf.

108 Hispanic-Serving Institutions are eligible institutions of higher education that have an enrollment of undergraduate, full-time equivalent students that is at least 25 percent Hispanic. US Department of Education, "Definition of Hispanic-Serving Institutions," www2.ed.gov/programs/idueshsi/definition.html.

IV. High School Achievement and Completion

The previous section demonstrated that some student groups — most notably Latinos — are underrepresented in higher education in Washington State. In Washington, as in the United States, such achievement gaps begin early in the educational process. While a wide research base demonstrates that early childhood education can play a critical role in long-term academic success, our analysis begins at the high school level. This section explores programs and policies that affect the high school performance and completion of first- and second-generation youth. We focus on ELLs, as they face the dual task of mastering English and learning the academic content required of all students at each grade level. The pressure for students to achieve these goals is particularly pronounced in grades 9-12, where the curriculum is most challenging and the clock is ticking for students to fulfill graduation requirements and pass high school exit exams.

The provisions of the federal *Elementary and Secondary Education Act* (ESEA) of 2002 (commonly referred to as the *No Child Left Behind Act*, or NCLB), require schools to report the achievement of their students on annual assessments of grade-level academic proficiency, and to disaggregate student outcomes for racial/ethnic subgroups, as well as other subgroups including ELLs, low-income students, children of migrant agricultural workers, and students with disabilities. These accountability requirements have brought the underperformance of certain groups of students to the attention of educators and policymakers.

Wide achievement gaps between ELLs and their peers persist nationwide. On the 2011 National Assessment of Educational Progress (NAEP), 71 percent of eighth-grade ELLs scored at the "below basic"[109] level in math, compared to 24 percent of their non-ELL peers; reading scores followed a similar pattern. Even among former ELLs, who have in theory attained English proficiency, 38 percent scored below basic.[110] The NAEP performance of Washington's eighth-grade students mirrored national averages, though Washington's ELLs were even more likely to score at the below basic level in math (78 percent, compared to 21 percent of non-ELLs).[111] As measured by these and other standardized test scores, ELLs enter high school significantly behind their non-ELL peers; language barriers can severely limit ELLs' access to the content knowledge and skills necessary to succeed in school.

Seventy-eight percent of Washington's eighth-grade ELLs scored at the below basic level in math, compared to 21 percent of non-ELLs.

ELLs are among the state's lowest-achieving high school students in terms of both standardized tests and graduation rates. In 2011-12 only 23 percent of ELLs in grade 10 achieved a passing score on the reading portion of the state's mandatory High School Proficiency Exam[112] (compared to an average of 81 percent).[113] There was a similar gap in scores on the state's two mandatory, end-of-course (EOC) assessments in high school math: for instance, 31 percent of ELLs passed assessments for algebra I or an approved alternative course, compared to 69 percent of all students.[114] ELLs attained such low scores, despite the fact that the state administers math and science assessments for ELLs in six languages.[115]

---

109 Students at the "basic" level have demonstrated "partial mastery of prerequisite knowledge and skills that are fundamental for proficient work at each grade." Students scoring below this level are considered "below basic." See NCES, "National Assessment of Educational Progress (NAEP) — How Results are Reported," http://nces.ed.gov/nationsreportcard/about/nathowreport.asp.

110 NCES, "NAEP 2011 Mathematics Assessment" and "NAEP 2011 Reading Assessment," http://nces.ed.gov/nationsreportcard/.

111 Ibid. Data on former ELLs were not available for Washington State, as the sample size was too small.

112 The High School Proficiency Exam serves as Washington State's high school exit exam in reading and writing.

113 OSPI, "Washington State Report Card, 2011-12."

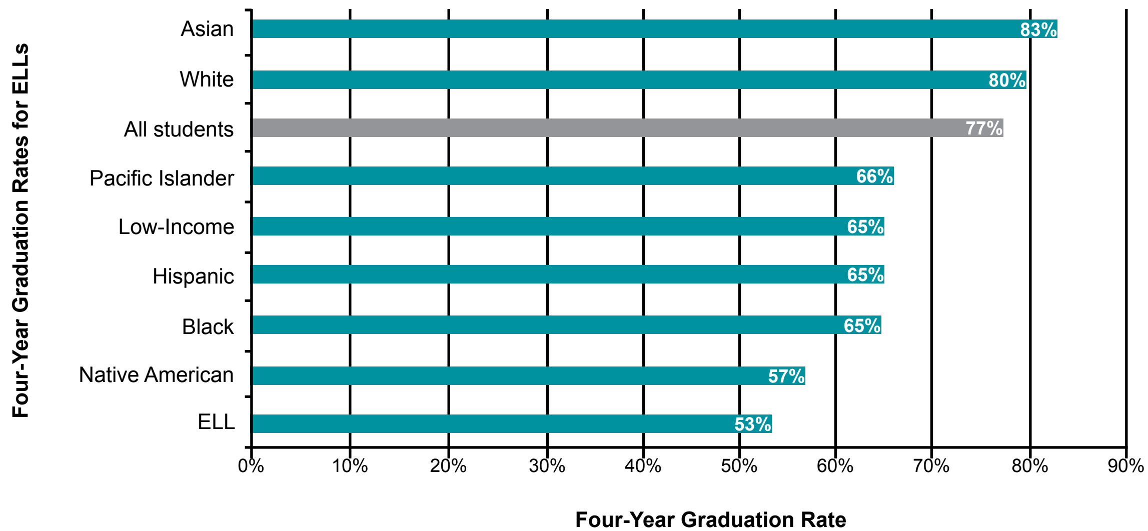
114 As part of Washington State's high school graduation requirements, all students must take algebra 1 or an approved substitute course, "Integrated Math 1," as well as geometry or its substitute ("Integrated Math 2"), and pass corresponding end-of-course assessments.

115 ELLs can listen to translated math and science test questions (in Spanish, Russian, Korean, Chinese, and Somali) on a CD, but they must write their answers in English. OSPI, "Testing Students in Washington State," www.k12.wa.us/assessment/StateTesting/default.aspx.

While test questions are translated, students' answers must be in English. With regard to racial/ethnic groups, Latino, Black, Pacific Islander, and Native American students had the lowest scores on state-level high school assessments; white and Asian students had the highest.[116]

The student groups with low standardized test performance also have low graduation rates. Fifty-three percent of ELLs graduated on time (in four years) in 2010-11, compared to 77 percent of all students (see Figure 7). The graduation rate of Native American students was also particularly low (57 percent). Asian and white students had above-average graduation rates, at 83 percent and 80 percent, respectively. Census data and fieldwork findings suggest that there is likely to be substantial variation in high school graduation rates among Asian ethnic groups.[117]

Figure 7. Four-Year Graduation Rates for ELLs in Washington State



Note: Data for 2010-11. The graduation rates displayed were calculated using the Adjusted Cohort Graduation Rate.
Source: Deb Came and Lisa Ireland, *Graduation and Dropout Statistics Annual Report: 2010-11* (Olympia, WA: OSPI, 2012), www.k12.wa.us/DataAdmin/pubdocs/GradDropout/10-11/GradDropoutStats_2010-11.pdf.

116 OSPI, "Washington State Report Card, 2011-12."

117 High school graduation statistics do not disaggregate Asian ethnic groups, but ACS data on educational attainment (2008-10) suggest that Pacific Islander and Southeast Asian (i.e., Cambodian, Hmong, Lao, and Thai) young adults are less likely to have completed a high school diploma or its equivalent, as compared with other Asian youth (particularly those of Japanese, Indian, Korean, Filipino, and Chinese ancestry). These statistics are described in greater detail in Figure 9 and accompanying text in the Adult Education section of the report.

Box 1. Rigorous and Appropriate Instruction for ELLs

Most commentators claim that too often, secondary-level ELL instruction relies on below-grade-level materials and relegates students to remedial courses, instead of supporting them in keeping pace with the curriculum offered to mainstream students. To improve ELL instruction, education experts have increasingly called attention to the need to accelerate ELLs' language and content learning, and provide equal access to core content.[118] National research underscores the importance of building "academic literacy" among adolescent ELLs, including the ability to understand and respond to the complex academic and professional texts that are required for college and career success.[119] However, promoting academic literacy is not a simple proposition; it requires teachers who understand the principles of second-language acquisition and can foster students' development across multiple domains of language — including reading, writing, listening, and speaking — within the context of the core academic subjects.[120] Specialists who have a credential in ESL and/or bilingual education typically have had to demonstrate specific knowledge and competencies related to language acquisition and teaching, along with an understanding of how a state's English language proficiency standards should be taught in conjunction with mainstream curriculum standards. Given the size of the ELL population, educators and advocates also increasingly emphasize the importance of training mainstream, content-area teachers to differentiate instruction for ELLs, promote their language development, and interact with students and parents in a culturally competent manner.[121]

Experts recommend that school and district administrators develop coherent plans for raising ELL achievement, based on high expectations and targeted support.[122] Elements of effective *school-level* strategies include collaborative teaching and planning between content-area teachers and ESL specialists, using student-level data to monitor progress and tailor instruction, and creating small class sizes and personalized learning environments.[123] Prior studies have also highlighted the benefits of extended learning time and academic support programs that take place after school or during the summer.[124] At the *district* level, research has found that school systems demonstrating improvements in ELL outcomes have expanded their data capacity and adopted a districtwide instructional strategy that includes professional development for all teachers of ELLs and school leaders.[125]

---

118 Olsen, *Reparable Harm*; Aida Walqui, Nanette Koelsch, Leslie Hamburger, Donna Gaarder, Alex Insaurralde, Mary Schmida, Steven Weiss, *What are we Doing to Middle School English Learners? Findings and Recommendations for Change from a Study of California EL Programs* (San Francisco: WestEd, 2010), www.wested.org/online_pubs/PD-10-02-full.pdf.

119 Short and Fitzsimmons, *Double the Work.*

120 Ibid; Jennifer F. Samson and Brian A. Collins, *Preparing All Teachers to Meet the Needs of English Language Learners* (Washington, DC: Center for American Progress, 2012), www.americanprogress.org/wp-content/uploads/issues/2012/04/pdf/ell_report.pdf.

121 Ibid.

122 Walqui et al., *What are we Doing to Middle School English Learners?*; Amanda Rose Horwitz, Gabriela Uro, Ricki Price-Baugh, Candace Simon, Renata Uzzell, Sharon Lewis, and Michael Casserly, *Succeeding with English Language Learners: Lessons from the Great City Schools* (Washington, DC: The Council of the Great City Schools, 2009), www.cgcs.org/cms/lib/dc00001581/centricity/domain/4/ell_report09.pdf.

123 Catherine Bitter and Laura Golden, *Approaches to Promoting College Readiness for English Learners* (Washington, DC: American Institutes for Research, 2009), www.air.org/files/Knowledge_Capture_ELL_College_Readiness_04-12-2010.pdf; Short and Fitzsimmons, *Double the Work.*

124 Shelly Spaulding, Barbara Carolino, and Kali-Ahset Amen , *Immigrant Students and Secondary School Reform: Compendium of Best Practices* (Washington, DC: Council of Chief School Officers, 2004), www.eric.ed.gov/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_&ERICExtSearch_SearchValue_0=ED484705&ERICExtSearch_SearchType_0=no&accno=ED484705.

125 Horowitz, et al., *Succeeding with English Language Learners.*

A New Imperative: Preparing ELLs for the Common Core State Standards

Washington is one of 45 states that have adopted the Common Core State Standards — a state-led effort to define the knowledge that students should master at each grade level, in order to graduate with the skills required for postsecondary education and careers in an increasingly knowledge-based economy. Washington is making the transition to these new standards for English language arts and math, with the goal of fully implementing the Common Core and adopting a new assessment system aligned with these standards by the 2014-15 school year. Washington is also one of 26 states that have developed a similar set of standards for science — the Next Generation Science Standards — led by Achieve, the National Research Council, and other national organizations.

The Common Core and Next Generation Science Standards "represent a seismic shift for ELLs because of the prominent role that language plays in them," according to national ELL education experts Delia Pompa and Kenji Hakuta.[126] Researchers have attempted to assess the particular language skills implicit in these standards, and to recommend changes in instruction that will help ELLs meet them. Educators and researchers agree that literacy development "across the curriculum" is all the more important in the context of the Common Core, and all teachers need to "use their disciplinary expertise to help students learn the language knowledge and skills of their respective fields."[127] While these recommendations aim to place ELLs at the front and center of the transition to the Common Core, interviewees contend that some schools and districts approach ELL-focused professional development as a separate, lower-level priority, as they first tackle the challenge of implementing the new standards among mainstream students.

The remainder of this section explores Washington's progress in implementing research-supported components of effective high school programs for ELLs, as the state prepares to implement new standards. Our focus is on funding, educator capacity, instructional programs for a diverse ELL population, and time for learning.

A. K-12 Funding for ELLs in Washington State

In 2010 Washington ranked 14th in the United States in terms of per capita personal income,[128] but only 43rd in terms of education spending per $1,000 of personal income.[129] As in other states, school districts in Washington have faced deep budget cuts in recent years. Between 2009 and 2011, Washington's public schools cut more than 7,000 employees.[130] Washington does not have a state income tax, and relies heavily on its sales tax for revenue. As state revenue has been unable to keep up with education costs, school districts have become increasingly reliant on funds from local property tax levies, resulting in greater disparities in educational resources between higher- and lower-income areas of the state.[131]

State funding for ELL education fell by 4.3 percent from 2010-11 to 2011-12, representing the first annual decline in funding in the program's 27-year history.

Washington State provides categorical funds for ELL education through the Transitional Bilingual Instruction Program (TBIP). Districts receive supplemental TBIP funds, based on the number of ELLs enrolled, to support a designated number of hours of language instruction per week. In the 2011-12 school year, the average per-pupil allocation for ELLs was $859, which represents a decline of 4.3 percent from the previous year — the first annual decline in funding in the program's 27-year history.

---

126 Delia Pompa and Kenji Hakuta, "Opportunities for Policy Advancement for ELLs Created by the New Standards Movement" (paper presented at the Understanding Language Conference, Stanford University, California, January 13-14, 2012), www.sccoe.com/depts/ell/accountability/13thannual/11_KenjiUL%20Stanford%20Final%205-9-12%20w%20cover.pdf#page=135.
127 Haynes, *The Role of Language and Literacy*.
128 Bureau of Business and Economic Research, "Per Capita Personal Income by State, 1990 to 2011."
129 Washington Office of Financial Management, "K-12 Education Expenditures per $1,000 Personal Income," www.ofm.wa.gov/trends/revenue/fig510.asp.
130 Economic Opportunity Institute, *Washington State Budget 101* (Seattle, WA: Economic Opportunity Institute November 2012), www.eoionline.org/tax_reform/fact_sheets/WashingtonStateBudget101-Nov12.pdf.
131 Justice et al., *A Paramount Duty.*

Total state TBIP funding was approximately $76 million in 2011-12; school districts contributed another $22 million.[132]

A 2012 decision by the Washington Supreme Court mandated significant increases in the state's overall investments in education. In *McCleary v. State*, the court ruled that the state had violated its constitutional duty by inadequately funding K-12 public education, "providing school districts with a level of resources that falls short of the actual costs of the basic education program."[133] According to this decision, the legislature must fully fund K-12 public education before all other state services, and the basic educational program cannot be underfinanced during a recession. The court's decision means that Washington must fully fund two education finance reform bills recently passed by the legislature — HBs 2261 and 2776 — which enhance the baseline level of support for all schools.[134] In particular, these two bills require increased funding in four areas: full-day kindergarten; pupil transportation; smaller class sizes in grades K-3; and enhancements to school maintenance, supplies, and operating funds. Interviewees expressed optimism about the new opportunities provided by the *McCleary* decision, but cautioned that the priority areas established by HBs 2261 and 2776 do not go far enough to target resources for the most at-risk groups of students, including ELLs.

In an effort to ensure that ELLs are included in the scope of funding enhancements following the McCleary decision, stakeholders have recommended an increase in the number of hours of language instruction provided per week. The Quality Education Council (QEC) — a body of elected officials and administrators convened by the Office of the Superintendent of Public Instruction — focused on this issue in its 2013 report to the legislature, and also recommended new funding to provide support for former ELL students in the two years after exiting TBIP programs, as these students continue to underperform academically relative to their peers.[135] It remains to be seen, however, whether the legislature will implement these recommendations, as the state faces the overarching challenge of generating the additional revenue necessary to finance the required components of the McCleary decision.

B. Teacher Training and Professional Development

High-quality instruction for ELLs relies on having educators who are trained to address the specific linguistic and academic needs of their students. Like many "new growth" states, however, Washington faces a shortage of teachers equipped to serve the ELL population.[136] The teacher-preparation programs of Washington State universities graduated fewer than 200 teachers with an ELL education or bilingual education credential (called an endorsement in Washington State) in 2010-11 — a number that would not even be adequate to meet the hiring needs of Kent School District in a single year, according to the state's Bilingual Education Advisory Committee (BEAC), which is made up of superintendents, ELL directors, and experts in the field.[137]

> *Teacher-preparation programs in Washington State graduated fewer than 200 teachers with an ELL education or bilingual education endorsement in 2010-11.*

Educator credentials. Washington State's ELL policies recommend — but do not mandate — that staff who provide language instruction for ELLs hold a credential in ESL or bilingual education. It is worth noting that Washington is the only one of the five states included in this study that does not require a special-

132 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12*.
133 *McCleary, et ux., et al. v. State of Washington*.
134 These bills — ESHB 2261 (2009) and SHB 2276 (2010) — redefined the state's "Program of Basic Education" and implemented a new education finance model based on a prototypical school; they also added funding for high-priority issues such as increased instructional time; Network for Excellence in Washington Schools, *Summary of Supreme Court's McCleary v. State Decision* (Federal Way, WA: Network for Excellence in Washington Schools, 2012), http://waschoolexcellence.org/cms/wp-content/uploads/mccleary-two-page-summary-2-7-12.pdf.
135 Ibid.
136 Ibid.
137 OSPI, *A Call for Equity and Excellence for English Language Learners in Washington State* (Olympia, WA: OSPI, 2007), www.k12.wa.us/MigrantBilingual/pubdocs/BEACPositionPaper2011.pdf.

ized credential for ELL teachers.[138] In 2009-10, 58 percent of all teachers in TBIP programs held an ELL or bilingual endorsement.[139] Washington school districts also rely heavily on paraprofessionals to provide instruction to ELLs under TBIP. Instructional aides accounted for 49 percent of the total full-time-equivalent (FTE) staff providing TBIP instruction in 2011-12, a slight decrease from the prior year.[140]

Native language instruction. Washington also lacks bilingual educators who can provide instruction in immigrant students' native languages. TBIP is based, at least in name, on the concept of "transitional *bilingual* education," which typically refers to a model that uses native language instruction to support students' understanding of academic content; the use of the native language is to be gradually phased out as students gain English proficiency. Though Washington has chosen this transitional bilingual approach, the vast majority of TBIP-funded classes do not incorporate native language instruction. According to a report from the Office of the Superintendent of Public Instruction, only 14 percent of the state's ELLs received instruction in their primary language in 2009-10, "due to a shortage of teachers endorsed or certified in bilingual education."[141] (By 2011-12, this number rose slightly to 14 percent.[142]) Implementation of bilingual programs is further complicated by the language diversity of Washington's ELL population. Compared with states in which the vast majority of ELLs speak Spanish, many school districts in Washington are home to students speaking an array of lower-incidence languages; it may be impractical for schools to support bilingual programs in numerous languages. As in many states, native language instruction is most likely to occur at the elementary level; high school students are less likely to be taught by a bilingual teacher.

Professional development for content-area teachers. Beyond training additional teachers as ELL/bilingual specialists, states and districts face the task of ensuring that mainstream, content-area teachers can support ELLs' academic language development, especially given the demands of the Common Core. Teachers need to build students' discipline-specific language skills, provide "scaffolds" such as visual representations of words and concepts, and design lessons that include language practice.[143] Researchers recommend that professional development initiatives incorporate "cross-role" or "cross-functional" teams — including principals, content-area teachers, and teachers of ELL/bilingual education — to develop schoolwide expertise in ELL instruction.[144]

Teacher diversity. Teacher diversity also plays an important role in supporting the success of first- and second-generation students and in engaging their families. Research suggests that having a teacher of the same race/ethnicity correlates with higher achievement for students of color.[145] As a whole, the teaching force in Washington does not yet reflect the growing diversity of the student population. In 2009-10, 93

---

138 We were unable to identify a rigorous evaluation demonstrating a relationship between ELL/ bilingual teacher credential requirements and improved student outcomes — in part because research of this type, which requires linking teacher and student data, is still in its infancy. However, researchers have identified critical knowledge and pedagogical skills that support language acquisition, and states have attempted to design educator standards and credential requirements based on these features. For more information, see Samson and Collins, *Preparing All Teachers*; Kip Téllez and Hersh C. Waxman, *Quality Teachers for English Learners* (Philadelphia, PA: Laboratory for Student Success, the Mid-Atlantic Regional Educational Laboratory, Temple University, 2005), www.eric.ed.gov/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_&ERICExtSearch_SearchValue_0=ED484732&ERICExtSearch_SearchType_0=no&accno=ED484732.

139 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2009-10.*

140 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*

141 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2009-10.*

142 Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*

143 Maria Santos, Linda Darling-Hammond, and Tina Cheuk, "Teacher Development to Support English Language Learners in the Context of Common Core State Standards" (paper presented at the Understanding Language Conference, Stanford University, California, January, 2012), http://ell.stanford.edu/sites/default/files/pdf/academic-papers/10-Santos%20LDH%20Teacher%20Development%20FINAL.pdf.

144 Ibid.

145 Beatriz Chu Clewell, Michael Puma, and Shannon McKay., *Does it Matter if my Teacher Looks Like Me? The Impact of Teacher Race and Ethnicity on Student Academic Achievement* (New York, NY: Ford Foundation, 2001); Ulrich Boser, *Teacher Diversity Matters: A State-by-State Analysis of Teachers of Color* (Washington, DC: Center for American Progress, 2011), www.americanprogress.org/wp-content/uploads/issues/2011/11/pdf/teacher_diversity.pdf.

percent of the state's secondary-level teachers were white, compared with 65 percent of high school students. Only 3 percent of teachers were Latino (versus 16 percent of students); the teaching force was also 2 percent Asian and 2 percent Black (compared with 7 percent and 5 percent of students, respectively).[146]

1. Promising Practices in Teacher Training

New standards for teacher preparation programs. In recent years, Washington State has made important strides toward addressing the need for all new teachers to receive a minimum level of training in supporting the language development of ELLs. The state's educator preparation programs are reviewed every five years by Washington's Professional Educator Standards Board (PESB), and programs are evaluated based on a series of state standards. In 2009 a legislative mandate (HB 2261) required PESB to update these standards to reflect the current research base on effective teaching, and to incorporate cultural competency. After convening a taskforce to review examples of cultural competency standards from other states and career fields, PESB implemented requirements for teacher preparation programs to focus on identifying the linguistic needs of ELLs and differentiating instruction, using culturally relevant teaching strategies, and engaging diverse families and communities. These new standards took effect in September 2012,[147] and similar requirements for principal and administrator training programs must be implemented by November 2013.[148]

While these new standards aim to build the skills of mainstream teachers and administrators, they do not address the need for specialists with ELL/bilingual endorsements. As returning educators represent approximately 90 percent of the state's teaching force each year, district-level solutions must include efforts to "re-tool" these teachers to meet the needs of immigrant students. Kent School District has adopted a particularly innovative and proactive approach to building the ranks of teachers with advanced skills in ELL education.

A focus on ELL credentials and professional development in Kent. In 2009 Kent School District superintendent Lee Vargas initiated a partnership with Heritage University (an independent, nonprofit college that is a state-approved provider of teacher preparation programs) to create a pathway for content-area teachers to earn an ELL/ bilingual endorsement. Heritage provides graduate-level courses specifically designed for Kent teachers and offered at a reduced tuition rate. By summer 2012 approximately 85 teachers had either completed or were participating in this program. All program graduates passed the required endorsement exam — the Washington Educator Skills Test — on their first attempt.

Kent's endorsement program is supported through a "braided" funding model. Kent School District covers 60 percent of the total program cost, using a combination of federal, state, and local funds; Heritage University subsidizes another 20 percent, and participants pay the remaining 20 percent. Participants were originally eligible to receive conditional loans from the statewide Educator Retooling Scholarship. Through this program, current teachers receive up to $3,000 per year for programs leading to an endorsement in a high-need area, including ELL education, as well as middle and high school math and science.[149] However, individual scholarship funds were suspended in October 2011, due to the state's budget shortfall.[150] Nonetheless, Kent has leveraged other sources of funding, including federal Title III dollars and state TBIP funds, to maintain this opportunity for its teachers. Interviewees at the state level highlight Kent's program as a sustainable model for building the expertise of current teachers, and other districts in South King County have now developed similar ELL endorsement partnerships with Heritage University.

---

146 OSPI, *Personnel by Major Position and Ethnicity for School Year 2009-2010* (Olympia: OSPI, 2010), www.k12.wa.us/DataAdmin/pubdocs/personnel/positionandethnicity0910.pdf; OSPI, "October Enrollment Report, 2011-2012."

147 PESB, *University of Washington-Seattle-Teacher*.

148 PESB, *University of Washington-Seattle-Principal/Program Administrator*.

149 PESB, *2011-2012 Educator Retooling Program* (Olympia, WA: PESB, 2011), www.pesb.wa.gov/pesb-programs/scholarships/retooling.

150 Washington still awards limited Educator Retooling Scholarship funds — $25,000 in 2012-13 — to specific, district-level programs.

With regard to the wider teaching staff, Kent also provides districtwide professional development focused on techniques for teaching academic vocabulary and integrating language development into subjects such as math, science, and history. Kent has implemented the Sheltered Instruction Observation Protocol (SIOP) model — a widely used, research-based professional development model for integrating language development with academic content instruction for ELLs[151] — through a top-down approach that began with the central office and school leaders. Principals were initially trained in SIOP strategies, and were charged with disseminating these strategies to their teachers, using professional development modules developed by the district. Additionally, all district staff — including administrators, teachers, and counselors — received training in cultural competency over the past two years.

As a result of Kent's investments in teacher training, ELLs now spend more time in mainstream classrooms taught by dually endorsed teachers, or at least by teachers who have received some professional development focused on ELL-specific strategies. Administrators and teachers in one Kent high school reported that their school's switch to this inclusive model — which limits the amount of time that ELLs spend in sheltered, "pull out" instruction — has been transformative, as it has provided ELLs with access to the same core courses and electives as all other students. This transition required an ideological shift on the part of staff, and school administrators spoke to the capacity-building process required for all teachers to understand their responsibility for supporting ELLs' progress.

Regional innovations: The "Road Map" districts. Beyond Kent School District, efforts to improve ELL outcomes have gained prominence throughout South King County, as part of a broader, multidistrict reform movement focused on college and career readiness. Launched by the Community Center for Education Results in 2010, the Road Map Project is a "collective impact initiative" that aims to double the number of students in the region who are "on track to graduate from college or earn a career credential by 2020."[152] The initiative focuses on seven South King County school districts — including Kent and the southern portion of Seattle — that are economically disadvantaged and historically low performing. The districts of the "Road Map region" enroll 45 percent of all public school students in King County, but have 70 percent of the county's ELLs and low-income students.[153] The project's ELL Work Group — made up of district staff, nonprofit organizations, community members, and experts in the field — aims to analyze ELL student experiences and outcomes in the participating districts, and identify specific strategies to address the needs of these students from early education to college, as part of the Road Map Project's broader initiatives.[154]

> *The Road Map District Consortium's winning Race to the Top grant application included a prominent focus on ELLs.*

As a testament to the innovative reform process taking place in the Road Map region, a consortium of the seven member districts — together with the Puget Sound Educational Service District — was awarded a highly competitive $40 million federal Race to the Top District grant in December 2012.[155] The consortium included a prominent focus on ELLs in its grant application. A portion of the grant will be used to create a $7.5 million Teaching and Leading Investment Fund, which will support principal and teacher professional development in the priority areas of ELL instruction as well as math and science. As described in the grant application, efforts to improve ELL teacher capacity will build on the successful partnership between Kent School District and Heritage University. The grant also includes an emphasis on "personalizing" instruction — through project-based

151 For more information on the SIOP model, see Pearson, "About Sheltered Instruction Observation Protocol- SIOP," http://siop.pearson.com/about-siop/.

152 The Road Map Project, *The Road Map Project Baseline Report: Sparking Collective Action from Cradle to College and Career* (Seattle, WA: The Road Map Project, 2011), www.roadmapproject.org/wp-content/uploads/2012/07/The_Road_Map_Project_Baseline_Report_2011.pdf.

153 Ibid.

154 Roxana Norouzi and Jennifer Anderson LaRue, *Breaking Down Education Barriers: Lessons from Immigrant Youth and Families in South King County* (Seattle, WA: OneAmerica and The Road Map Project, 2012), www.weareoneamerica.org/sites/weareoneamerica.org/files/BreakingDownEducationBarriersReport.pdf.

155 Road Map District Consortium, *Race to the Top Fact Sheet.*

and digital learning, along with other methods — in order to make the Common Core State Standards and Next Generation Science Standards accessible for ELLs and other students with special learning needs.[156]

2. Remaining Challenges

Human capital initiatives focused on ELL education can be controversial, especially in a context of limited resources for professional learning. Interviewees in various districts reported challenges in generating commitment from teachers and administrators for training focused on ELLs. Educator workloads have increased, job security has been reduced, and a new teacher and principal evaluation system will be introduced in the 2013-14 school year.[157] Some content-area teachers may resist changing their teaching practices and taking on additional responsibilities related to ELLs' language development, and principals may lack familiarity with research-based practices and legal requirements for serving their relatively new populations of immigrant students. ELL-related issues also compete with numerous other priorities and initiatives for scarce space on the calendar, and whether or not they rise to the top depends largely on the priorities of school and district administrators who allocate time for professional development.

In the Seattle Public Schools, for instance, six executive directors of schools are responsible for supporting schools and supervising principals in their geographic region of the district. The executive directors also oversee professional development for content-area teachers in their regions, while the district's Department of ELL and International Programs has authority over professional development for ESL/bilingual specialists. This division of responsibilities may complicate efforts to provide schoolwide training in comprehensive strategies for supporting ELL achievement in all subject areas. Teacher's union contracts also limit the number of hours of professional development that can be required without extra compensation or paid release time — and many districts lack the resources to fund any additional staff time. According to interviewees, only about 20 percent of content-area teachers in Seattle's high schools have participated in professional development focused on ELL education — and these teachers received just four hours of training.

Acknowledging the need for greater resources for teacher and administrator learning, the Quality Education Council (QEC) recommended that the legislature provide funding for up to 10 days of professional development beyond the regular 180-day school calendar — so training does not detract from instructional time — by the 2017-18 school year.[158] Stakeholders also continue to press for new teacher endorsement requirements for TBIP, which would require newly hired bilingual/ESL teachers to hold an endorsement in this field.[159] Attempts to mandate ELL or bilingual endorsements have been met with opposition from some stakeholders, however, including Washington's education associations.

C. Tailored Programs and Supports that Respond to Diversity within the ELL Population

Effective instruction takes into account the ELL population's diversity, as the needs of immigrant newcomers differ significantly from those of long-term ELLs, which differ from those of former ELLs. Recent research on special programs for newcomer students underscores the importance of emphasizing basic literacy for students with interrupted formal education (SIFE), using native language instruction or content-based ESL instruction in core academic subjects, and meeting the social service needs of newly

---

156 Road Map District Consortium, *Race to the Top — District Application* (Seattle, WA: Road Map District Consortium, October 29, 2012), www.roadmapproject.org/wp-content/uploads/2012/12/12-13-Road-Map-District-Consortium-Application.pdf.

157 Two recent bills — ESSB 6696 (2010) and ESSB 5895 (2012) — have introduced changes to Washington State's teacher and principal evaluation system. The new evaluation systems are to be adopted by all school districts in 2013-14, and fully implemented by 2016. QEC, *Report to the 2012 Legislature* (Olympia, WA: QEC, January 6, 2012), www.k12.wa.us/LegisGov/2012documents/QEC2012.pdf.

158 QEC, *Report to the 2013 Legislature.*

159 QEC, *Report to the 2012 Legislature*.

arrived families.[160] For long-term ELLs, researchers recommend exposing students to rigorous content, while also providing ongoing, specialized support for their language development and literacy skills.[161]

Our fieldwork highlighted the distinct learning needs of various subpopulations of ELLs in Washington, including newcomers, SIFE, and long-term ELLs. In this section we review innovative strategies that districts are using to provide differentiated instruction and support for diverse groups of ELLs.

1. Promising Practices

Multiple ELL pathways in the Seattle World School. The Seattle Public Schools, in partnership with advocates from the immigrant community, has recently redesigned their model for serving newcomer students, and created a comprehensive ELL high school that offers differentiated pathways for students with different educational and academic needs. This new program, the Seattle World School, is designed to serve middle and high school students on two tracks: (1) a transitional track for SIFE and those with the lowest level of English proficiency, and (2) a comprehensive, diploma-granting high school for ELLs at the middle and advanced proficiency levels.[162] Both pathways offer credit-bearing courses, and students stay in the transitional track for no more than two semesters. Courses in the first track have lower student-teacher ratios, and aim to include native language instruction when possible.[163] Once students complete this track, they will have the option to remain in the comprehensive ELL high school or to attend any of Seattle's other high schools. The City of Seattle has also provided funding for a health clinic located in the World School, in order to meet the physical and mental health needs of immigrant students as well as their families.

The transitional track served approximately 175 newcomer students in grades 7-12 in 2011-12. During the same year, the comprehensive track enrolled approximately 50 freshmen, and it plans to grow by adding a grade level each year, until it offers grades 9-12. The World School has already established a record of strong academic outcomes: in the first year, its students outperformed their ELL peers districtwide on the statewide end-of-course (EOC) exam in math.[164] The curriculum incorporates project-based learning; teachers from various content areas work together to design interdisciplinary assignments that incorporate key concepts and skills from subjects such as social studies, science, and literature. While the World School approach constitutes a sheltered environment for ELLs, the goal is to ensure that the curriculum is as rigorous as the offerings at traditional high schools, while providing students with more personalized attention and support.

Specialized support through local levy funds. In another subset of Seattle high schools, funds from the City of Seattle's Families and Education Levy support individualized academic and social interventions for ELLs and other lower-performing students. The voter-approved Families and Education Levy, which was created in 1990, provides grants to schools and community-based organizations (CBOs) to support academic achievement, early learning, parent engagement, and physical and mental health services. In 2011 Seattle passed the largest levy to date ($230 million), and the Levy Advisory Committee identified ELLs as an explicit priority group for school-based investments. Four Seattle high schools were awarded levy funds during the 2012-13 school year (along with seven middle schools, three elementary schools, and three K-8 schools). The high schools plan to use these funds for in-school and out-of-school enrichment and individualized case management for ELLs and other targeted students.[165]

---

160 Deborah J. Short and Beverly A. Boyson, *Helping Newcomer Students Succeed in Secondary Schools and Beyond* (Washington, DC: Center for Applied Linguistics, 2012), http://carnegie.org/fileadmin/Media/Publications/Reporter/23/helping-newcomer-students-succeed-in-secondary-schools-and-beyond.pdf.

161 Olsen, *Reparable Harm*.

162 Seattle Public Schools, *Secondary Bilingual Orientation Center Redesign.*

163 Seattle Public Schools, "Secondary Bilingual Orientation Center/World School Program Delivery Model Proposal," May 17, 2010.

164 OSPI, "Washington State Report Card, 2011-12."

165 City of Seattle, Office for Education, *2012-13 School Year Levy Plan Summaries for Schools Awarded RFIs* (Seattle, WA: City of Seattle, Office for Education, 2011), www.seattle.gov/neighborhoods/education/documents/2012SchoolRFIPlanSummaries.pdf .

Orientation and placement for newcomers. Newcomers in Kent School District receive initial orientation and assessment services from the district's Refugee/Immigrant Transition Center (RITC). With support from two CBOs, the Coalition for Refugees from Burma and Jewish Family Services, RITC guides immigrant families through the school registration process in their native language, and helps parents to understand the US education system and decode graduation requirements. After this brief orientation process, RITC integrates students directly into regular, neighborhood high schools, where they are assigned to classes based on their English proficiency level and prior education. Schools receiving a large number of newcomer students have developed expertise in translating and analyzing transcripts from foreign countries; when possible, students are awarded credit for relevant courses they have previously taken. This approach helps late-arriving youth meet graduation requirements, and ensures that those with a relatively strong academic background from their countries of origin are placed appropriately.

Academic support for long-term ELLs. In the Yakima School District, interviewees noted that long-term ELLs comprise a substantial share of the high school ELL population. These students may not need the same amount of sheltered instruction as newcomers, but they still benefit from specialized support to address gaps in their language skills. We visited a high school in Yakima that has hired a math literacy coach to support math teachers in designing lessons that build math vocabulary, with a goal of raising the achievement of long-term and former ELLs. This school also participates in the Advancement Via Individual Determination (AVID) program, a national academic support model that works with students in the middle range of performance to build study skills and college readiness.[166] According to school administrators, ELLs at the intermediate to advanced levels of English proficiency are encouraged to participate in AVID.

2. Remaining Challenges

Even when schools and districts have a strong conceptual model for supporting their diverse ELL population, resource constraints and external factors can hinder innovative programs. In Seattle a key design element of the World School model involves hiring teachers who have endorsements in ELL education, as well as maintaining a core of teachers who are multilingual. However, these ideal conditions are difficult to achieve in practice. For example, many teachers in the Seattle Public Schools were displaced in the 2012-13 school year due to layoffs; as the World School added another grade level, it was required to hire teachers from the current layoff pool, instead of choosing candidates based on their specialized credentials. More broadly, ELL students and parents in South King County report that many high school ESL classes combine students with vastly different language proficiency levels, resulting in courses that are not challenging to students at the intermediate and advanced proficiency levels.[167]

As Washington lacks a statewide typology of long-term ELLs or students with interrupted formal education, educators are limited in their ability to disaggregate data on these groups or tailor interventions to students' specific needs.

Data capacity issues also limit the ability of educators and policymakers to understand the differences within the ELL population and to target interventions accordingly. Federal policy does not distinguish between long-term ELLs, SIFE, and other groups of ELLs, and, as yet, neither does Washington State. Such a typology would provide districts and schools with an accurate understanding of the unique needs of their ELLs and yield useful performance data that could in turn drive instructional improvements. Districts could also pave the way by establishing their own definitions of these populations, and disaggregating their data accordingly. However, additional data collection and analysis may be a low priority for cash-strapped local districts.

Finally, Washington State does not currently fund services for former ELLs who have been reclassified as English proficient. While federal policy requires monitoring of these students for two years after they are reclassified, these students typically do not receive targeted support or interventions to support their

166 Hooker and Brand, *Success at Every Step.*
167 Norouzi and LaRue, *Breaking Down Education Barriers.*

remaining language acquisition needs. Data from 2010-11 demonstrate that students who have been reclassified are still substantially less likely to meet state standards in reading, writing, math, and science, when compared with all students.[168] In light of these continuing achievement gaps, the Quality Education Council (QEC) has recommended that the TBIP formula be augmented to include follow-up support for former ELLs in the first two years after reclassification, at a level of three hours per week.[169]

D. Flexible Approaches to Time and Credit Accumulation

Across all of our study states, the issue of *time* emerged as a major concern among high school administrators, teachers, and counselors. ELLs face incredible pressure to build English proficiency, complete required high school credits, and prepare for college and careers within the same time frame as nonimmigrant students. As articulated by national education experts Deborah Short and Shannon Fitzsimmons, adolescent ELLs must perform "double the work" of native English speakers, as they are "learning English at the same time they are studying core content areas through English."[170] Due to the extra demands on ELLs, extended time — in terms of the school day, out-of-school time, and in some cases the number of years in high school — plays a critical role in high school completion.

In general, ELLs have less flexibility in their high school schedules than other students, as they have to complete required ESL or bilingual classes in addition to their core courses. While these dedicated language development classes are critical to developing English proficiency, there is also a trade-off between the amount of time spent in such classes and other chances to participate in electives and rigorous courses needed for college and careers. ELL students in South King County, for instance, report missing out on opportunities to take the same STEM courses as their peers.[171] Further, many ELLs start high school below grade level, and struggle to catch up to their peers in order to complete the minimum high school graduation requirements. While their high schools may offer a variety of courses that teach applied technical skills or confer college credits, many ELLs are effectively barred from participating in these programs because their limited time in high school is consumed by attempts to pass required courses.

The children of migrant agricultural workers, or "migrant" students — who may or may not be ELLs — are another group that often struggles with missing credits and interruptions in their education. The seasonal labor calendar often conflicts with the academic calendar, at both the K-12 and postsecondary levels, resulting in irregular attendance during the fall and spring. Further, these students are often affected by differences in course sequences and graduation requirements as they move across school districts, states, and even international borders.

1. Promising Practices

State and local school districts have developed various policy and programmatic responses to the time pressures faced by ELL, migrant, and other students who face challenges in completing required credits.

Credit for native language proficiency. Seattle was one of the first districts in Washington to create a process for its students to earn high school foreign language credits based on their native fluency in a non-English language, taking advantage of a state-level policy passed in 2011 that allows districts to award credits in this manner. Students can earn up to four high school credits by passing a national assessment of proficiency in reading, writing, speaking, and listening in a foreign language.[172] Seattle Public Schools offers assessments in over a dozen languages, and has specifically used this policy to help ELLs earn credits

> *Seattle was one of the districts to award high school foreign language credits based on students' proficiency in a non-English language.*

168 These data are for students who score at Level 4 (Transitional) on Washington State's English language proficiency test, which is the level required to exit TBIP services. QEC, *Report to the 2013 Legislature*.
169 Ibid.
170 Short and Fitzsimmons, *Double the Work*.
171 Ibid.
172 The Washington State Board of Education, *World Language Proficiency FAQ*.

for high school graduation and college readiness (non-ELLs can also take these assessments and earn credits). The district sponsors World Language Assessment Days that are hosted at the World School, and waives the $30 testing fee for ELLs in the 12th grade. During the first two years of implementation, over 200 students in Seattle earned high school credits through this strategy; approximately two-thirds are ELLs, and interviewees estimate that nearly all of the students are first- or second-generation immigrants. CBOs have played an important role in disseminating information about the world language proficiency credits to immigrant youth and families, and in registering students to participate in the assessment days. The Bill & Melinda Gates Foundation also recently provided a grant to assist the seven districts in South King County with implementing similar programs.

Credit recovery for migrant students. The Portable Assisted Study Sequence (PASS) program is widely used in Washington as a resource to help the children of migrant agricultural workers make up missing credits from interrupted schooling. The semi-independent study program is part of a nationwide system of credit-recovery courses for students who have fallen behind their peers in completing the core courses required for graduation. Washington's statewide PASS program is coordinated by the statewide Office of Secondary Education for Migrant Youth and the Sunnyside School District in the Yakima Valley. In Yakima School District, PASS courses are offered after school so that students can participate in a full course load with their peers during the school day. Educators in this district claim that the program is very popular, and has been effective in helping migrant students graduate.

Expanded learning time. Other after-school and summer programs, often offered in partnership with CBOs, play a critical role in providing added learning time for ELLs. In Kent the Refugee/ Immigrant Transition Center (RITC) offers an after-school enrichment and tutoring program for newcomer students. This program, which is supported by federal Refugee School Impact Grant (RSIG) funds, serves approximately 110 students during the school year, and 130 students during a six-week summer program. In Seattle the school district contracts with the nonprofit organization Refugee Women's Alliance to offer a summer school program for World School students. This resource is particularly significant in the context of current budget cuts, as traditional summer school was discontinued in 2012. The Seattle Families and Education Levy also funds summer programs and expanded learning opportunities for ELLs and other targeted students in selected schools.

Beyond providing a number of flexible opportunities to expand learning time and earn credits through alternative means, Washington State also acknowledges that some students need longer than four years to graduate from high school. With approval from the US Department of Education, Washington State uses both "on-time" (four-year) and "extended" (five-year) graduation rates for accountability purposes. Extended graduation rates are intended to address the needs of students who have not completed enough credits to graduate in four years, and to provide schools and districts with an incentive to retain and support these students.[173]

A comparison between Washington State's on-time and extended graduation rates for the 2010-11 school year demonstrates that the extra year improves the graduation rates of ELLs and students with disabilities. For each of these subgroups, the extended graduation rate was four percentage points higher than the on-time graduation rate (see Table 8).[174] These data suggest that the extra time is most beneficial for these subgroups, and that schools have been relatively successful in graduating ELLs after five years. Nonetheless, even with extended time, ELLs have the lowest graduation rate of all groups.

Graduation rates for ELLs and students with disabilities show the greatest improvements when switching from four- to five-year calculations.

173 The US Department of Education required all states to use a standard method of calculating "on-time" graduation rates (using the four-year "adjusted cohort rate") for accountability purposes by 2011-12. However, federal regulations also allowed states to apply for permission to use a combination of on-time and "extended" graduation rates for accountability purposes. Washington was the first state that was granted this permission. Catherine Gewertz, "Rules Allowing Extended Time on Graduation: Advocates Debate Effects of Change in Regulations," *Education Week*, March 31, 2009, www.all4ed.org/files/EdWeek_033109.pdf.

174 Came and Ireland, *Graduation and Dropout Statistics Annual Report: 2010-11*.

Table 8. Four-Year versus Five-Year Graduation Rates, Washington State Class of 2010-11

Student Group	4-Year	5-Year
All Students	**77%**	**78%**
American Indian	57%	59%
Asian	83%	85%
Black	65%	67%
Hispanic	65%	66%
Pacific Islander	66%	66%
White	80%	81%
Migrant	64%	65%
ELL	53%	57%
Special Education	57%	61%

Note: These graduation rates were calculated using the Adjusted Cohort Graduation Rate, which is the methodology required by the US Department of Education beginning with the class of 2010-11. Washington's older, estimated graduation rate methodology demonstrated similar trends; however, improvements between the on-time and extended graduation rates appeared much larger for all subgroups.
Source: Came and Ireland, *Graduation and Dropout Statistics: 2010-11.*

2. Remaining Challenges

The tension between flexible pathways and high expectations comes into play with regard to the use of extended graduation rates. Some advocacy groups caution against the overuse of these flexible timelines, as extended graduation rates do not hold schools accountable for graduating the students who should be able to complete high school in four years, given adequate support, and may allow schools to hold lower expectations for certain groups of students. Still, Washington State's extended graduation rate requires students to earn the same type of high school diploma as their peers, and adjusting the variable of *time* in school does not necessarily affect the *quality* of the education received. ELLs may have stronger chances of graduating in five years, but the quality of their preparation for college and the workforce also depends on the instructional factors and supports discussed in previous sections. Adding years to a student's high school career also has important personal implications. Many first- and second-generation youth may feel pressure to enter the workforce, and remaining in school may not seem possible, given the financial hardships faced by some immigrant families.

District and school administrators often mentioned the challenges of serving those students who need the most time to complete high school: late-arriving immigrant youth, many of whom start high school at age 17 or above and have low levels of prior education. Interviewees noted that these youth have poor chances of earning a diploma before age 21, and they are often referred to ESL and GED classes at the community and technical colleges. However, one principal noted that many newcomers are reluctant to enroll in programs at the community colleges, and feel a greater sense of support and familiarity with the high school environment. Further, secondary schools provide transportation as well as two meals per day for low-income students — both important sources of support for some immigrants.

Interviewees at the community college level also discussed their challenges in serving newcomer youth. They mentioned that their ESL and GED programs have not traditionally been geared toward a youth population; their instructors may be less familiar with youth development needs, and young people may feel out of place in classes with older adults. As some interviewees articulated, Washington lacks an explicit pathway to education and workforce training for ELLs who are late-arriving and who may not graduate from high school.

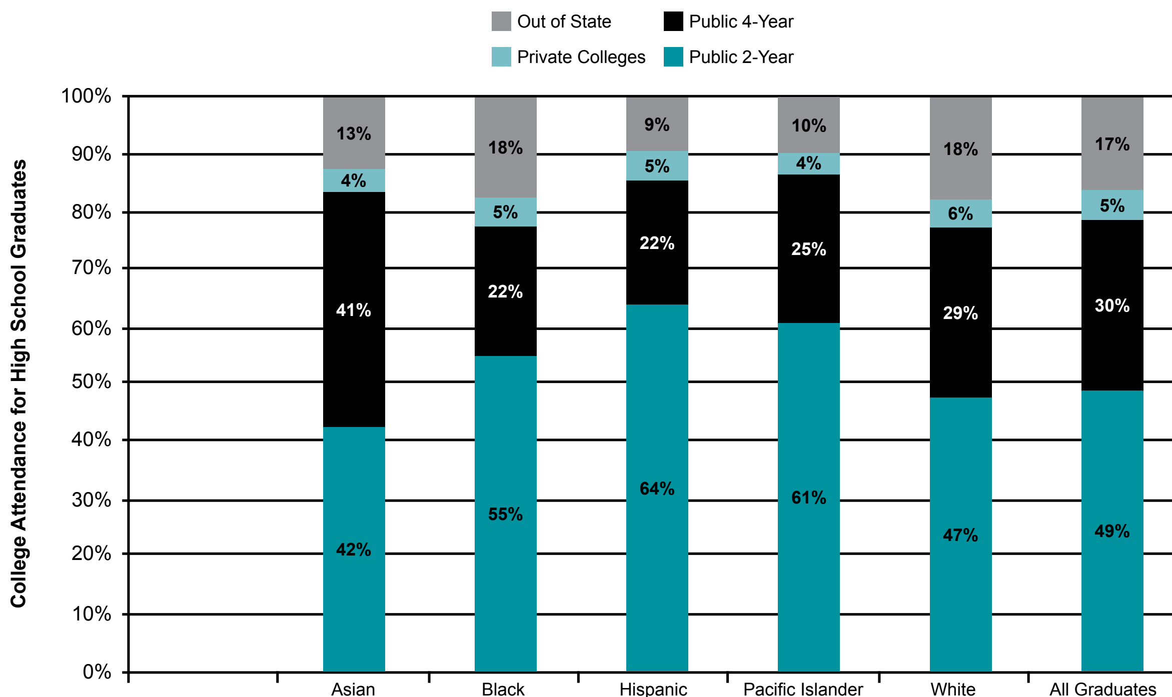
More broadly, the funding required to expand learning time for immigrants and other students remains particularly vulnerable. As school districts struggle to finance their basic educational programs, they face tough decisions regarding nonrequired offerings such as summer school and funding programs that target specific groups of students, such as immigrants and ELLs.

V. Preparation for College and Careers

Among youth who graduate from high school in Washington, the odds of enrolling directly in postsecondary education vary substantially according to race, ethnicity, and socioeconomic status. At this critical transition point from high school to college, Latinos are among the most vulnerable groups and the least likely to remain on the pathway to a living-wage career. Statewide, only 49 percent of Latino high school graduates from the 2008-09 school year enrolled in an institution of higher education in the following year; their rate of enrollment was lower than all other racial/ethnic groups except Native Americans. Conversely, 77 percent of Asian graduates and 66 percent of white graduates enrolled directly in college.[175]

If they do go on to college, Latinos are the group most likely to attend a two-year rather than a four-year college (see Figure 8). Asian youth, conversely, enrolled in public two-year and four-year public colleges in Washington in roughly equal proportions. As mentioned previously, Washington's publicly reported postsecondary education data do not disaggregate students based on ELL status, so we are not able to examine the postsecondary outcomes of ELLs who complete high school.

Figure 8. Postsecondary Education Institutions Attended by Washington State High School Graduates, by Race/ Ethnicity, 2008-09



Source: Education Research and Data Center, "Participation in Postsecondary Education: Washington State High School Graduates, 2008-09" (ERDC Research Brief 2010-05, December 2010), www.erdc.wa.gov/briefs/pdf/201005.pdf.

Among our study districts, about three-quarters of Kent and Seattle graduates enrolled in college in the subsequent academic year, compared to 55 percent of Yakima graduates (see Table 9). This disparity corresponds to the demographic differences between these districts; as discussed above, Yakima is predominately Latino, and this group has the lowest college enrollment rate statewide. Graduates of Yakima Public Schools were also the most likely to enroll directly in a community or technical college, and the least likely to enroll in a private or out-of-state institution — in a pattern close to that for all Latino students statewide. Seattle and Kent have higher shares of students going on to four-year colleges — closer to the patterns for white and Asian students statewide.

175 Education Research and Data Center, "Participation in Postsecondary Education: Washington State High School Graduates, 2008-09" (ERDC Research Brief 2010-05, December 2010), www.erdc.wa.gov/briefs/pdf/201005.pdf.

Table 9. College Enrollment Rates and Types of Colleges Attended by 2009 High School Graduates from Study Districts[176]

District	Graduates Going to College (%)	Public 2-Yr (%)	Public 4-Yr (%)	Other (out of state or private colleges)
Kent	75%	55%	34%	11%
Seattle	73%	48%	33%	19%
Yakima	55%	62%	30%	8%

Note: Data for 2009 high school graduates.
Source: Washington Education and Research Data Center, "P20 Reports on Washington Public High School Graduates," www.erdcdata.wa.gov/Default.aspx.

In this section we describe the barriers experienced by first- and second-generation youth, as well as strategies at the state, district, and school levels to increase the college and career readiness and access of students from traditionally underrepresented groups. These strategies include: access to information about the college-going process, exposure to college-level academic content, opportunities to build career skills, and assistance in affording postsecondary education.

A. College Knowledge

Many first- and second-generation immigrant students are also the first members of their families to enroll in postsecondary education in the United States. There is a wide body of literature on the barriers faced by students who are the first in their families to attend college, as well as low-income students and students from underrepresented minority groups. These youth often lack access to college-educated role models, and may be less likely to form college-going aspirations. Research has found that guidance, counseling, mentorship, and family engagement play a key role in increasing college access among students of color.[177] Experts have underscored the importance of building "college knowledge," which refers to the formal and informal information that students need to enroll in college and navigate the higher education system.[178] College knowledge involves an understanding of complex processes such as applying for admission; completing required placement testing; accessing financial aid and scholarships; and making critical decisions about courses, majors, and degrees to pursue. This entire pathway is all the more daunting for families that have a limited understanding of the US education system, do not speak English proficiently, and may have concerns regarding legal immigration status.[179]

1. Promising Practices

School-based guidance and college access programs. At the state and district levels, a variety of innovative programs strive to address barriers to postsecondary education for all underrepresented youth. Navigation 101 is a guidance curriculum supported by state and private foundation dollars that is currently being used by about one third of school districts in Washington State. Curriculum materials are available to all districts online, and a select group of districts receives funding from the Office of the Superintendent

176 With support from a federal American Recovery and Reinvestment Act (ARRA) grant, Washington's Education Research and Data Center produces P-20 reports, which provide high schools and districts with specific information on where their graduates enroll in higher education by linking individual student records from K-12 and postsecondary data sources. The data in this table were reported in the state's first P-20 reports, reflecting the high school graduating class of 2009.

177 Victor B. Sáenz and Luis Ponjuan, *Men of Color: Ensuring the Academic Success of Latino Males in Higher Education* (Washington, DC: Institute for Higher Education Policy, 2011), www.ihep.org/assets/files/publications/m-r/(Brief)_Men_of_Color_Latinos.pdf; John Michael Lee and Tafaya Ransom, *The Educational Experience of Young Men of Color: A Review of Research, Pathways and Progress* (New York, NY: College Board Advocacy & Policy Center, 2011), http://youngmenofcolor.collegeboard.org/sites/default/files/downloads/EEYMC-ResearchReport.pdf.

178 David T. Conley, *Redefining College Readiness* (Eugene, OR: Educational Policy Improvement Center, 2011), www.aypf.org/documents/RedefiningCollegeReadiness.pdf; James E. Rosenbaum, "The Complexities of College for All: Beyond Fairy-tale Dreams," *Sociology of Education* 84, no. 2 (2011): 113–17.

179 Louis G. Tornatzky, Richard Cutler, and Jongho Lee, *College Knowledge: What Latino Parents Need to Know and Why They Don't Know It* (Los Angeles, CA: Tomas Rivera Policy Institute, 2002), www.eric.ed.gov/ERICWebPortal/detail?accno=ED469295.

of Public Instruction (OSPI) for related professional development and support, awarded on a competitive grant basis. OSPI makes an effort to ensure that the selected districts are representative of the state's population. The model includes advisory groups, student portfolios, and student-led annual conferences. OSPI is working on providing guidance to districts on how to make the curriculum culturally and linguistically relevant for immigrant families. The College Spark Foundation supported the development of Navigation 101 College Admissions and Financial Planning Guides in multiple languages, including English, Spanish, Russian, and Vietnamese.

Many high schools have developed their own strategies to increase immigrant family engagement in the postsecondary planning process, and the schools that we visited host bilingual college nights and information sessions on college admissions and financial aid, often in partnership with CBOs. These schools demonstrate a strong "college-going culture" by making information about postsecondary education widely visible and accessible, and guiding all students through the process of applying for college in their senior year; research has demonstrated the importance of such school-level practices in influencing college enrollment, especially among Latino students.[180]

The role of postsecondary institutions. Colleges and universities serve as crucial partners in local efforts to foster college-going ambitions and build college knowledge. Yakima Valley Community College uses a federal grant for Developing Hispanic-Serving Institutions[181] to support higher education outreach efforts for Latino high school students throughout the region. The college conducts bilingual events in different community locations, focusing on topics such as college admissions and financial aid, and the college's director of outreach and multicultural services has a weekly segment on a Spanish-language radio channel that is popular among immigrant and migrant farm-worker communities. While not one of our focal institutions for this study, Washington State University (WSU) has also demonstrated a strong commitment to building college knowledge among Latino students and families. WSU has developed a Spanish language website that provides multimedia resources on the college-going process, including audio recordings of informational radio shows, as well as videos of interviews with Latino students and parents.

College access programs for migrants and refugees. Categorical funding streams for migrant agricultural workers and refugees also provide resources for college knowledge. The Migrant Student Leadership Program, supported by Washington's Migrant Education Program (MEP) grant, conducts college and career awareness activities after school and during the summer. Migrant students have opportunities to attend college fairs and visit college campuses, with a particular emphasis on the institutions that receive federal funding for the College Assistance Migrant Program (CAMP). As a CAMP institution, WSU has a cadre of bilingual recruiters who conduct outreach — including home visits — to eligible high school students in migrant families. With regard to refugees, the Refugee School Impact Grant (RSIG) enables districts and CBOs to offer similar opportunities for these youth. Tacoma Community House, for instance, provides a summer program for approximately 300 refugee youth, which includes college visits, workforce readiness training, case management, and paid internships.

2. Remaining Challenges

Funding shortages have taken a sharp toll on supplemental services such as counseling and advising, as districts face pressure to reduce nonteaching staff. Dedicated federal funding streams for certain groups of students, such as migrants and refugees, support more intensive programming for some first- and second-generation youth, but districts lack the resources to offer similar programs for other students from underrepresented groups. Further, immigrant-serving CBOs — which are uniquely positioned to engage first- and second-generation youth — reported having to discontinue or scale back their youth-serving programs, due to funding cuts.

180 Melissa Roderick, Vanessa Coca, Jenny Nagaoka, and Eliza Moeller, *From High School to the Future: Potholes on the Road to College* (Chicago, IL: Consortium on Chicago School Research at the University of Chicago, 2008), http://ccsr.uchicago.edu/downloads/1835ccsr_potholes_summary.pdf.

181 The Developing Hispanic-Serving Institutions (HSIs) grant program is authorized under Title V, Part A of the federal Higher Education Act. The program awards grants to HSIs to expand educational opportunities and improve the attainment of Hispanic students; United States Department of Education, "Developing Hispanic-Serving Institutions Program," www2.ed.gov/programs/idueshsi/index.html.

B. *Access to College-Preparatory Curricula*

College-preparatory courses play a key role in building the academic skills required to meet the demands of higher education. National research demonstrates that the most crucial factor influencing one's chances of earning a bachelor's degree is the rigor of the high school curriculum.[182] Advanced courses are particularly important for students from underrepresented minority groups, low-income students, and those who will be the first in their families to attend college, as these opportunities build academic confidence and provide young people with an early start on college success.[183]

The most critical factor affecting one's chances of earning a bachelor's degree is the rigor of the high school curriculum.

Dual credit. "Dual credit" programs give high school students an early start on college-level courses, and these opportunities have been associated with higher rates of postsecondary education enrollment and improved achievement after high school graduation.[184] Prior research has found that the positive benefits of dual credit courses — along with enrollment in advanced math courses — hold for ELLs and former ELLs, as well as their native English-speaking peers.[185] Many college access initiatives use dual credit as a means of building college readiness, promoting a more seamless transition between secondary and postsecondary education, and reducing the time that it takes to earn a college degree. The *Launch Year Act*, passed in the 2011 legislative session, requires all Washington State high schools to demonstrate that they are working toward the goal of offering their students opportunities to earn up to a year of dual credit before graduation.[186]

Perhaps the most well-known dual credit initiatives, the Advanced Placement (AP) and International Baccalaureate (IB) systems provide opportunities for academically advanced students to take college-level classes at their high schools, and to earn college credit for achieving certain scores on the exams associated with these courses. Approximately 52,000 students participated in AP courses in Washington in 2011-12. IB is a much smaller program, with approximately 6,500 students enrolled in the same school year.[187]

While AP and IB courses are generally taught by high school instructors during the regular school day, Washington's Running Start program allows high school juniors and seniors to "dually enroll" in college-level academic courses — with full-time college students — at two-year and certain four-year colleges. Running Start participants must meet the college's admission criteria for the courses in which they intend to enroll, including passing college placement tests and completing any prerequisite courses. Approximately 17,600 students enrolled in Running Start in the 2011-12 school year.[188] However, as discussed below, ELLs seldom have the opportunity to participate in academically selective programs such as AP, IB, and Running Start, and certain racial/ethnic groups are also underrepresented in these courses.

---

182 Adelman, *The Toolbox Revisited;* Adelman, *Answers in the Toolbox.*

183 Ty M. Cruce, Jillian L. Kinzie, Julie M. Williams, Carla L. Morelon, and Xingming Yu, "The Relationships between First-Generation Status and Academic Self-Efficacy among Entering College Students" (paper presented at the annual meeting of the Association for the Study of Higher Education, Philadelphia, November 17-19, 2005), http://nsse.iub.edu/pdf/conference_presentations/2005/First-Generation%20Academic%20Self-Efficacy%20-%20ASHE.pdf.

184 Melinda Mechur Karp, Juan Carlos Calcagno, Katherine L. Hughes, Dong Wook Jeong, and Thomas R. Bailey, *The Postsecondary Achievement of Participants in Dual Enrollment: An Analysis of Student Outcomes in Two States* (New York, NY: The National Research Center for Career and Technical Education, 2007), http://ccrc.tc.columbia.edu/publications/dual-enrollment-student-outcomes.html; Joni Swanson, *An Analysis of the Impacts of High School Dual Enrollment Course Participation on Post-Secondary Academic Success, Persistence and Degree Completion* (Iowa City, IA: The University of Iowa, College of Education, 2008), http://nacep.org/wp-content/uploads/2010/02/2008_joni_swanson_summary.pdf.

185 Flores, Batalova, and Fix, *Educational Trajectories in Texas*.

186 The legislation is officially titled E2HSB 1808, High School Students — Postsecondary Credit Opportunities in *Dual Credit Programs, 2011*, ed. Mike Hubert (Olympia, WA: OSPI, 2011), www.k12.wa.us/legisgov/2011documents/DualCreditProgramsDec11.pdf.

187 OSPI, "High School Dual Credit Participation Summary, 2011-2012."

188 Ibid.

1. Promising Practices

Early college high schools. While most dual-enrollment options are geared to high-achieving and independently motivated students, the national "early college" model aims to provide dual-enrollment opportunities to youth who may not have traditionally had access to such programs, including low-income and first-generation college-going students, and students who have average or below-average academic performance. Early college high schools are generally small schools that function as partnerships between a local school district and an institution of higher education. Their goal is to provide all students with the opportunity to earn one to two years of transferrable college credit — as well as an associate's degree, in some cases — by high school graduation.

Highline Community College recently launched one of the first early college high schools in King County. As part of the Gateway to College national network, this school targets a particularly vulnerable population: it is designed to serve students ages 16 to 21 who have dropped out of traditional high schools or are at least one year behind in credits. The program includes a "foundation quarter," in which students take remedial and college-preparatory classes in a small cohort of approximately 25 students, along with a class in college success skills. After the foundation quarter, Gateway students begin to take mainstream college courses for dual credit, along with any remaining remedial classes that they need. Based on lessons learned from the school's first year, the directors have decided to dedicate the entire foundation quarter to developing college-level language and literacy skills; students will receive intensive instruction in reading, writing, speaking, and listening. According to interviewees, the entire student population needs to enhance its academic language skills, even though most students are not current ELLs.

Highline's Gateway to College high school served 73 students in 2011-12, its first year of operation. The participants reflected the diversity of the South King County region: 28 percent were white, 27 percent were Black (including African American as well as African immigrant students), and 25 percent were Latino; the remaining students represented a mix of Southeast Asian, East Asian, Pacific Islander, Native American, and Middle Eastern students.[189] Overall, interviewees estimated that about 80 percent of students were first- or second-generation immigrants — but only about 7 percent were currently designated as ELLs.

2. Remaining Challenges

Language and academic barriers to dual credit participation. While Washington has committed to a goal of offering all high school students opportunities to earn postsecondary credit, significant barriers to participation continue to affect ELLs in particular. Highline's Gateway to College Program, for instance, requires incoming students to demonstrate at least an eighth-grade reading level; as a result of this requirement, the school enrolls few ELLs in spite of its location in a region with high numbers of immigrants. The school has had to turn away some ELL students who were unable to meet the reading requirement. Interviewees expressed concerns that these students would not be successful in college courses.

Across the state, very few ELLs participated in academic dual credit programs in the 2011-12 school year (see Table 10). While most ELLs likely lack the advanced language skills demanded by many dual credit courses, talented and highly- motivated students should be able to participate in AP math courses or similar opportunities, and some immigrant students with strong literacy skills in their primary language could participate in AP Spanish courses (or, in some schools, AP courses in other non-English languages such as French or Chinese). An additional and perhaps better indicator of immigrant students' access to college-preparatory programs would be the rate at which former ELLs participate in these programs, relative to their native English-speaking peers; however, these data are not reported.

189 Highline Community College, *Gateway to College — Highline Community College: Annual Report, 2011-12 Academic Year* (Des Moines, WA: Highline Community College, 2012).

Table 10. ELL and Latino Representation in Academic Dual Credit Programs in Washington State, 2011-12

Program	ELL (%)	Race/ Ethnicity (%)				
		Asian	Black	Hispanic	White	Pacific Islander
Running Start	1	9	3	8	75	0
Advanced Placement	1	13	4	10	67	0
International Baccalaureate	2	22	5	12	53	1
All 9-12 Students	4	7	5	17	63	1

Note: Percentages of racial/ethnic groups do not equal 100, as the groups "American Indian/Alaskan Native" and "two or more races" have been omitted.
Source: OSPI, "High School Dual Credit Participation Summary, 2011-2012" http://reportcard.ospi.k12.wa.us/DualCredit.aspx?year=2011-12; OSPI, "October Enrollment Report, 2011-2012," www.k12.wa.us/DataAdmin/pubdocs/P105/Oct3_StateLevel_20120823.xls; and Malagon, McCold, and Hernandez, *Educating English Lang uage Learners, 2011-12.*

The data on low rates of ELL participation in dual credit programs is consistent with the anecdotal information reported during our site visits. Several interviewees at the high school and college levels mentioned that Running Start is targeted to academically advanced students and is not widely viewed as a pathway for ELLs, many of whom are behind in completing their required credits for graduation. This barrier to participation relates to the issue of inadequate time for ELLs to catch up to their peers, satisfy graduation requirements, and prepare for postsecondary education, as discussed above. Further, even though some ELLs may be ready to succeed college-level courses in certain subjects, such as math or science, they often struggle to pass required college placement tests due to their English proficiency. In such cases, language skills are assumed to be prerequisite for advanced academic programs.

Latino students were also underrepresented in all dual credit programs discussed above, with especially low rates of participation in Running Start. While Latinos comprised 17 percent of all students in grades 9-12, they made up only 8 percent of all students in Running Start. Black students were also underrepresented in Running Start and AP. Conversely, Asian students were overrepresented in all dual credit opportunities featured here. Among these programs, IB enrolls the largest proportion of students who are likely to be first- or second-generation immigrants, including Latino, Asian, and ELL students.

Among our study districts, only a handful of ELL students participated in academic dual credit courses in 2011-12. Overall, students in Yakima — the district with the highest concentration of Latino and low-income students — had very low rates of participation in Running Start or AP.[190] These figures indicate that there are substantial regional disparities — as well as racial/ethnic gaps — in participation in dual credit opportunities.

Informational and financial barriers to dual credit participation. Immigrant students may also face informational and financial barriers to accessing dual credit programs. As one community college administrator noted during our site visit, "Running Start requires students and their families to be able to navigate the college environment relatively independently." Most colleges do not have a broad infrastructure of counseling or support resources for Running Start students, and participants must be ready to integrate into mainstream college courses with older classmates. Students must also provide their own transportation to college campuses, and lack of transportation was frequently cited by our interviewees as a common barrier for students from immigrant families. Moreover, students typically have to cover the cost of books and supplies for college classes.

Gaps in exposure to advanced mathematics. In each of our study school districts, Latino and Black students were underrepresented in upper-level math and science classes in 2009-10, while white and Asian/Pacific Islander students were overrepresented. In Seattle Public Schools, for example, Latinos made up 11 percent of secondary-level students, but only 5 percent of enrollment in "advanced mathematics"

190 OSPI, "Dual Credit Participation Summary."

classes.[191] Even more strikingly, ELLs comprised only 3 percent of students taking these courses (compared to 12 percent of the secondary-level population). In Yakima School District, no ELLs participated in advanced mathematics in 2009-10.[192] Overall, the share of high school students taking advanced mathematics in Yakima was significantly lower than in our other study districts.

Disparities in SAT193/ACT194 test taking. College admission tests also represent a critical benchmark in the college-planning process. Students hoping to attend four-year colleges generally must take nationally recognized admission tests such as the SAT or ACT during their junior or senior years of high school, and data on test taking can be used as an indicator of college-going aspirations and preparation. In all of our study districts, Latinos were significantly underrepresented among students taking the SAT and ACT tests in 2009-10.[195] Lower test-taking rates among Latinos translate into lower rates of four-year college enrollment, as seen in Figure 8. ELLs were especially unlikely to take the SAT or ACT in each district.[196] These low rates may reflect remaining gaps in students' high school curricula and academic readiness for college, and could also stem, in part, from educators' and counselors' lower expectations of ELLs and students from immigrant families.

C. Building Students' Career Skills

In addition to college-preparatory opportunities, career-oriented programs can play an important role in advancing the employment and economic prospects of youth from low-income, immigrant families. Career and technical education (CTE), expanded learning opportunities, and internships allow young people to explore career options and build both technical expertise and "soft" skills valued in the workforce. Recent national initiatives call for the revitalization and reform of high school CTE programs, with an emphasis on models that integrate rigorous academics with knowledge and skills that are relevant to specific career fields, and that lead to industry-recognized credentials.[197] According to the Association for Career and Technical Education (ACTE), "career readiness" involves three major skill areas: core academic skills, employability skills (such as critical thinking and responsibility), and technical, job-specific skills related to a specific career pathway.[198]

Access to high-quality CTE courses and work experience may be particularly important for immigrant youth and ELLs, as these students are often motivated by economic pressures to enter the workforce and need applied, relevant skills to get jobs that pay a family-sustaining wage. For these young people, programs that provide exposure to middle- and high-skill careers can raise their professional aspirations and connect them to influential role models. Previous MPI research has found that ELLs who work while in high school are more likely to enroll in college.[199] Employment may provide opportunities for ELLs to build English proficiency, as well as to earn money for college. However, the same tensions between rigor and access discussed in previous sections also play out with regard to CTE and work-based learning opportunities for ELLs.

191 "Advanced mathematics" includes "trigonometry, elementary analysis, analytic geometry, statistics, precalculus, etc." These courses are generally more advanced than algebra II but less advanced than calculus. US Department of Education, "Civil Rights Data Collection," http://ocrdata.ed.gov/flex/Reports.aspx?type=school.
192 Ibid.
193 Scholastic Assessment Test.
194 American College Testing.
195 US Department of Education, "Civil Rights Data Collection."
196 Ibid.
197 For more information, see the National Association of State Directors of Career Technical Education Consortium, www.careertech.org/.
198 Association for Career and Technical Education (ACTE), *What is "Career Ready"?* (Alexandria, VA: ACTE, 2010), www.acteonline.org/general.aspx?id=1964#.UWx2UqIp8xo.
199 Flores, Batalova, and Fix, *Educational Trajectories in Texas.*

1. Promising Practices

Washington State has a vast network of CTE opportunities, including “programs of study” that link specific high school courses to postsecondary degree and certificate programs in particular occupational fields. Federal funding from the Carl D. Perkins Vocational and Applied Technology Act of 2006 (also known as Perkins IV), in combination with state and local funds, supports these opportunities. Tech Prep programs, which were originally included in Perkins funding, allow students to earn dual credit for high school CTE courses, through articulation agreements between school districts and community and technical colleges.

Diverse Tech Prep enrollment. Approximately 120,000 students in Washington State participated in at least one Tech Prep course in 2011-12.[200] Compared to the academic dual-credit programs discussed in the previous section, Tech Prep served a substantially higher proportion of students of color, low-income students, and ELLs. In fact, ELLs and all racial/ethnic groups were represented in proportions roughly equal to their share of the total population of students in grades 9-12 (see Table 11). It is worth noting that these data reflect the total population of students who attempted Tech Prep classes; however, in order to receive college credit, a student must have earned a B grade or higher, and registered to obtain credit from the partner two-year institution. Separate data from the State Board for Career and Technical Colleges indicate that in 2010-11, approximately 30 percent of students enrolling in Tech Prep classes earned college credits.[201]

Table 11. Enrollment in Tech Prep Programs in Washington State, by Race/Ethnicity, 2011-12

		Race/ Ethnicity (%)				
	ELL (%)	Asian	Black	Hispanic	White	Pacific Islander
Tech Prep Students	4	8	6	17	62	1
All 9-12 Students	4	7	5	17	63	1

Notes: Percentages of racial/ethnic groups do not equal 100, as the groups “American Indian/ Alaskan Native” and “two or more races” have been omitted.
Sources: OSPI, “Dual Credit Participation Summary, 2011-2012;” OSPI, “October Enrollment Report, 2011-2012;” and Malagon, McCold, and Hernandez, *Educating English Language Learners, 2011-12.*

While most Tech Prep programs are not geared to ELL students, a statewide initiative in the 2008-09 school year sought to develop a model for integrated CTE training and English language development at the high school level, based on Washington’s well-known Integrated Basic Education and Skill Training (I-BEST) model in the community and technical colleges.[202] The state legislature provided one-year grants to five regional Skills Centers[203] to develop “Secondary I-BEST” programs — jointly taught by CTE instructors and ELL teachers — with the goal of teaching English through vocational content, and creating a program of study for ELLs that would lead to industry certifications and postsecondary education.[204] The state funding for Secondary I-BEST ended after the first year, however, and, according to an interviewee, school districts were unable to sustain the model.

Beyond CTE programs conferring high school and/or college credit, young people also need opportunities to gain on-the-job experience and work-readiness skills. Local government agencies and CBOs play an important role in providing internships and job-training programs that serve significant numbers of first- and

200 OSPI, “Dual Credit Participation Summary.”
201 Data provided by SBCTC to MPI. Information on file with the authors.
202 The traditional I-BEST program blends adult education (ESL or GED programs) with professional-technical instruction leading to a short-term workforce certificate. The model involves coteaching between adult education instructors and college faculty in professional-technical fields. This model is discussed in greater detail in the Adult Education section of this report.
203 Washington’s 13 Regional Skills Centers serve students from multiple districts through partial-day programs. They typically offer more hands-on technical training than a single high school could support.
204 Phouang Sixiengmay Hamilton, *Secondary Integrated Basic Education and Skills Training Program: Report to the Legislature* (Olympia, WA: OSPI, 2008).

second-generation youth. In spring 2012 the Department of Human Services of the City of Seattle created a unique Immigrant and Refugee Job Readiness Training Program that specifically serves low-income ELLs ages 15 to 20 who are students in the Seattle Public Schools. This initiative, which relies on a budget of $465,000 from the city's general fund, provides competitive grants to six CBOs offering bilingual, bicultural services for immigrant youth and families speaking one of the nine most-common languages in Seattle. The year-long program begins with workforce-readiness training and group projects that allow youth to practice employability skills in a bilingual environment, and is expected to culminate in internships with public- and private-sector employers. The project also includes a required, bilingual parent education component that covers topics such as school engagement, postsecondary education, and career pathways, as well as combined workshops for youth and their parents focused on family self-sufficiency. Currently enrolling approximately 120 immigrant youth across the six agencies, this initiative aims to improve school attendance, increase parent involvement, "improve youth job readiness skills and identification of career interests," and "improve youth and family self-sufficiency skills and exploration of post secondary options."[205]

2. Remaining Challenges

Barriers to ELL participation in Tech Prep. While many regions of Washington have developed pathways for career exploration and workforce training, several respondents noted that the vast majority of opportunities are not targeted to ELLs, and districts vary in their approaches regarding the inclusion of these students in CTE programs. One principal noted that ELLs at his school are typically missing too many credits and have too many required language development classes to allow time to participate in Skills Center programs. An interviewee at the state level echoed this response, and pointed to the Secondary I-BEST model as a potential solution to this problem: the model would allow students to simultaneously complete ESL requirements and participate in CTE training, easing the competition for time in their schedules. Still, the Secondary I-BEST model is costly to implement, due to the required coteaching component, and has been cut due to a lack of funding.

Respondents also noted that CTE directors and instructors in some districts have been reluctant to allow ELLs to enroll in their programs. These teachers typically lack training in teaching ELLs, and they may be unfamiliar with effective strategies for making the curriculum accessible to this population. Many CTE programs also require strong literacy skills, as they require students to understand complex technical manuals; these courses are assumed to be out of reach of students who are still learning English.

Elimination of Perkins funding. Reflecting broader concerns with the sustainability of Washington's CTE opportunities, Tech Prep has been dealt a major blow, as federal Perkins funding for the program was eliminated on July 1, 2011. As a result, Washington State's Perkins Grant was reduced by $2 million.[206] During the 2011-12 school year, consortia of districts and community colleges were eligible to receive a small amount of "carry-forward" funds that remained from the previous year's Tech Prep grant. During the 2012-13 school year, consortia had to rely solely on local funds to continue providing these career pathway programs. Interviewees predict that most colleges will continue to support the program, but will likely reduce course offerings. The fate of Tech Prep holds significant implications for the overall goal of increasing access to dual-credit programs for students from underrepresented groups.

Federal funding for the Tech Prep program was eliminated as of July 2011.

Recession's impact on work opportunities. The recession has also left programs providing out-of-school workforce development opportunities — such as internships — in a precarious position. Respondents noted that internship placements have become more difficult to find. Companies facing financial pressures and reduced staffing are less likely to dedicate resources to training and mentoring youth interns. With reduced federal funds for workforce development, subsidized work experiences will likely be harder to come by for all young job seekers, including immigrants.

205 "Mayor Announces Job Training Programs for Immigrant and Refugee Youth and Their Families," Mayor's Blog, Seattle.gov, April 12, 2012, http://mayormcginn.seattle.gov/mayor-announces-grant-awards-for-innovative-job-training-for-immigrantrefugee-youth-and-their-families/.

206 Hubert, *Dual Credit Programs.*

D. College Affordability and Financial Aid

Affordability plays an indisputable role in access to college for first- and second-generation immigrant students, many of whom are low income. High school students from low-income families have higher rates of college enrollment if they apply for financial aid; those receiving aid also have higher persistence rates at the postsecondary level.[207] However, access to financial aid is closely related to the issue of college knowledge; immigrants tend to underuse financial aid, and may have misperceptions about college costs.[208] Research has shown that Latino youth and families also tend to be particularly loan averse;[209] for this reason, maintaining low college tuition prices and offering grant aid are critical components of efforts to promote college access for this group of students. Immigrant youth are also likely to attend college part-time and work while going to school.[210] Part-time students often struggle to access grants and scholarships that may require full-time study.

College costs have risen in Washington State due to substantial state budget cuts and resulting tuition increases. In the 2012-13 academic year, in-state tuition at community and technical colleges was $4,000 for full-time enrollment — representing an increase of 34 percent since 2007-08.[211] Tuition hikes in the four-year universities have been even steeper, rising by 64 percent over the same time period.[212] The average tuition at four-year institutions was approximately $10,800 in 2012-13,[213] with rates as high as $11,700 at the University of Washington.[214] Overall, Washington's tuition prices exceeded national averages for both two-year and four-year colleges.[215] Notably, out-of-state tuition and fees for students who are not Washington residents are more than twice as high at all levels of the system.

1. Promising Practices

Need-based aid. Most first-generation youth — and all second-generation youth — have legal status, and can benefit from Washington's comprehensive array of need- and merit-based financial aid programs tailored to students at different stages of the educational pipeline. Relative to other states, Washington offers a particularly high proportion — 98 percent — of its state grants as need-based aid for economically disadvantaged students. In terms of the total dollar amount of need-based aid per full-time-equivalent student, Washington ranks third in the United States (after New Jersey and New York).[216] Washington's primary financial aid program, the State Need Grant, provides financial assistance to low-income undergraduate students (with family incomes equal to or below 70 percent of the state median income). The amount that a student receives varies based on the financial need and type of institution attended, and the maximum grant amount covers the majority of college tuition and fees. Importantly, part-time students are also eligible to receive an adjusted grant, based on the number of credits attempted.[217]

---

207 Noga O'Connor, Floyd M. Hammack, and Marc A. Scott, "Social Capital, Financial Knowledge, and Hispanic Student College Choices," *Research in Higher Education* 51, no. 3 (2010): 195–219.
208 Teranishi, Suarez-Orozco, and Suarez-Orozco, "Immigrants in Community Colleges"; O'Connor, Hammack, and Scott, "Social Capital, Financial Knowledge," 195–219.
209 Ibid.
210 Staklis and Horn, *New Americans in Postsecondary Education*.
211 College Board, "In-State Tuition and Fees."
212 Ibid.
213 Ibid.
214 Washington Student Achievement Council, "Tuition and Other College Costs," www.wsac.wa.gov/PayingForCollege/TuitionCosts.
215 In 2012-13, the national average in-state tuition rates were $3,543 for public two-year colleges and $8,475 for four-year colleges. College Board, "In-State Tuition and Fees."
216 Burley and Lemon, *State Need Grant*.
217 Ibid.

> *Participants in the College Bound Scholarship are more diverse than the overall student population. Latinos comprise one-third of participants.*

College-bound scholarship. A relatively new "promise scholarship" program, the College Bound Scholarship (CBS), has the potential to broadly increase access and influence students' college-going behavior, by identifying low-income[218] middle school students to receive full college scholarships upon high school graduation. To participate in the program, students and their parents must sign a pledge by the end of eighth grade that the student will graduate from high school with a GPA[219] of 2.0 or higher, will not commit a felony, and will complete a Free Application for Federal Student Aid (FAFSA) during his or her senior year in high school. The state-funded scholarship covers tuition and fees not covered by the State Need Grant and other financial aid awards, so that students can attend two- or four-year colleges free and receive a small book allowance. Like the State Need Grant, part-time college students can receive an adjusted scholarship. Broad outreach and implementation efforts rely on a combination of public and private funding streams, including federal funds from the College Access Challenge Grant, the College Success Foundation, and other nonprofit organizations, which provide CBS counseling and sign-up events. The scholarship application is available in 11 languages, signaling an effort to promote this opportunity among students from immigrant families.

The first cohort of CBS recipients consists of approximately 16,000 high school graduates from the class of 2012. This number represents almost 60 percent of income-eligible students. Participation has increased every year, and 75 percent of eligible students from the class of 2015 (23,000 students) signed the CBS pledge during middle school. CBS participants are more racially diverse than the overall K-12 population; in particular, Latino students are overrepresented and comprise one-third of participants.[220] These early data suggest that dissemination efforts have been successful in reaching one of the demographic groups with the lowest rates of college enrollment.

Opportunity Grant Program. Targeting a different population, the Opportunity Grant Program is a flexible scholarship designed to help low-income adults complete high-demand, high-wage workforce education programs in community and technical colleges. The scholarship provides full tuition plus a stipend for books and supplies, as well as "wraparound services" including counseling, child care, transportation, and tutoring. The grant covers up to 45 credits, and must be used within three years through either full- or part-time study. The goal is to help more low-income adults to complete one year of college and earn a credential. The program serves over 5,200 low-income adults per year.[221] The Opportunity Grant has been "earmarked" by SBCTC and protected from budget cuts affecting other programs.[222]

College affordability for unauthorized immigrant youth. Unauthorized immigrant youth have historically faced high hurdles in financing postsecondary education. Washington's HB 1079, approved by the state legislature in 2003, allows unauthorized immigrant students who have graduated from Washington State high schools and lived in the state for several years to pay in-state tuition at public colleges and universities.[223] These students remain ineligible for state or federal financial aid programs, however, and college tuition may still be unaffordable for low-income immigrant families.

The Deferred Action for Childhood Arrivals (DACA) program, which took effect on August 15, 2012, has the potential to alleviate the financial burdens facing many unauthorized immigrant youth. While DACA

218 Students must be eligible for the federal Free and Reduced Price Meals program to sign up in middle school. In order to receive the scholarship, a student's family income must be less than 65 percent of the state's median family income at the time of college enrollment.
219 Grade point average.
220 Washington Higher Education Coordinating Board, *College Bound Scholarship*.
221 SBCTC, *Opportunity Grant Enrollments, Academic Year: 2011-12* (Olympia, WA: SBCTC, 2012), www.sbctc.ctc.edu/college/studentsvcs/opportunity_grant2011-12_compiled.pdf.
222 Andreas, Copeland, and Anderson, *Opportunity Grant*.
223 To qualify, students must have earned a high school diploma or GED from a Washington State high school; lived in Washington State for three years prior to receiving a high school diploma or GED, and lived continually in Washington since earning the high school diploma or GED; and be able to meet college or university admission requirements expected of all other students.

recipients remain ineligible for federal financial aid, they can receive temporary work authorization, and the earnings from employment may help students to meet college costs. For current students, DACA also increases the return on investment in higher education, since DACA recipients will be able to join their peers in the job market upon graduation.

Some of Washington's privately funded scholarship providers already award grants to academically qualified students without legal immigration status. The College Success Foundation created the Realize the Dream Scholarship in 2012, which awarded funds to unauthorized students who meet the requirements for in-state tuition under HB 1079. This unique scholarship provided a one-time grant of $5,000 for nearly 200 full-time college students pursuing an associate or bachelor's degree.[224] However, the funding for this scholarship will end after the 2012-13 school year. Other private scholarships, while not dedicated specifically to immigrant students, do not require applicants to have a social security number. According to an interviewee in Yakima, some local scholarship organizations have recently decided to allow applicants to submit an individual taxpayer identification number — which can be obtained by immigrants regardless of legal status — in lieu of a social security number. Demand for such scholarships greatly exceeds supply.

2. Remaining Challenges

Lack of financial aid for unauthorized immigrants. Interviewees stressed that significant barriers to college affordability remain, and immigrant youth and families are affected by challenges related to legal status, access to information, fear, and insufficient financial aid. While HB 1079 allows unauthorized immigrant students to pay in-state tuition, information dissemination appears to be a barrier to fully realizing the benefits of this legislation. Our interviewees noted that high school teachers may not know about HB 1079, and may be unable to provide accurate information about college opportunities to the unauthorized. In some cases, unauthorized immigrants believe that they cannot go to college, and have never had a teacher or counselor explain their options. These findings are consistent with those of a University of Washington survey that revealed confusion and inaccurate information about HB 1079 among both teachers and Latino students and parents throughout the state.[225] At the college level, interviewees report that some faculty and staff are unaware of the legislation, and may be reluctant to serve unauthorized students.

Without access to grants or loans, low-income immigrant families may be unable to bear the cost of even in-state tuition.

Without access to grants or loans, low-income immigrant families may be unable to bear the cost of even in-state tuition. During the 2013 legislative session, state lawmakers considered the Washington DREAM Act, a proposal to expand access to state financial aid programs to unauthorized immigrants who have graduated from high school or earned a GED in Washington and who lived in the state for at least three years prior to receiving the diploma or GED.[226] The original bill specifically addressed youth who had been granted deferred action under DACA; however, members of the House of Representatives added an amendment extending the bill's provisions to all unauthorized students who meet the above criteria, regardless of their participation in DACA. The bill passed the House with bipartisan support, but stalled in

224 College Success Foundation, "Realize the Dream Scholarship," www.collegesuccessfoundation.org/page.aspx?pid=1204. According to interviewees, this was a one-time scholarship, and the future status of scholarship funding for unauthorized students remains uncertain.

225 Frances E. Contreras and Tom Stritikus, *Understanding Opportunities to Learn for Latinos in Washington State: Report Submitted to the Washington State Commission on Hispanic Affair*s (Seattle, WA: University of Washington, December 2008), www.cha.wa.gov/?q=files/WALatinoAchievementGapReport.pdf.

226 House Bill 1817, State of Washington, 63rd Legislature, 2013 Regular Session (February 11, 2013) *Legislative Record* H-1243.1, http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/House%20Bills/1817.pdf.

the Senate Higher Education Committee. At the time of this report's writing in June 2013, it remains to be seen whether legislators will take the opportunity to vote on this bill in the extended session.

Insufficient aid for all students. Overall, rising college costs and inadequate financial aid are cause for concern among all low-income students. The demand for the State Need Grant has increased dramatically since 2008-09, and is now higher than ever in its history, yet state funding levels have not risen proportionally. In 2011-12, nearly 75,000 students received the State Need Grant, but another 32,000 eligible, low-income students remained unserved.[227] The majority of students eligible for the State Need Grant attend community and technical colleges. During our site visits, community college faculty noted that the high cost of college courses may be one reason that Latinos are underrepresented in credit-bearing courses but overrepresented in adult education courses, which charge only $25 (and this fee can be waived for low-income students). As our interviewees explained, the rise in tuition prices when students move from adult education into college-level coursework may be an insurmountable obstacle for some immigrant students.

The rise in tuition prices when students move from adult education into college-level courses may be an insurmountable obstacle for some immigrant students.

The demand for the State Need Grant has increased dramatically since 2008-09, and is now higher than ever in its history.

227 Burley and Lemon, *State Need Grant.*

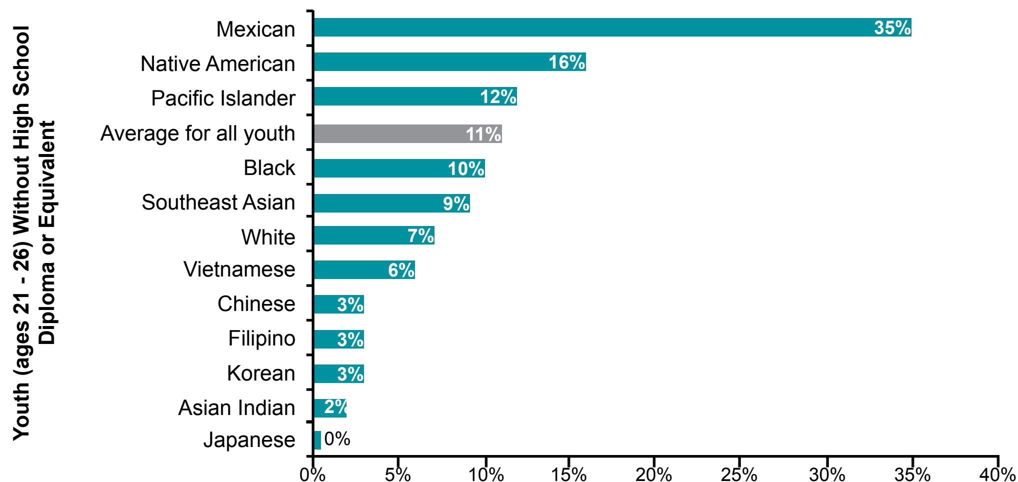
VI. Adult Education as an On-Ramp to Postsecondary Success

The adult education — or basic skills — system plays a critical role in educating first- and second-generation youth who did not complete high school or who have low English proficiency, either because they have dropped out or because they are late-arriving immigrants who never enrolled in the K-12 system. For the latter group of young adults in particular, the journey from limited English proficiency to college readiness requires a long-term investment of time and resources. Nonetheless, the adult education system has the potential to serve as an on-ramp to postsecondary education and jobs paying a family-sustaining wage.

Data on the educational attainment of Washington State's immigrant youth demonstrate the scale of the task facing the adult education system. Among young adults ages 21 to 26 — those who have aged out of the traditional K-12 education system — 23 percent of first-generation immigrants lacked a high school diploma or its equivalent during the 2008-10 time period, compared to only 10 percent of all youth in this age range.[228]

Educational Attainment by Ethnic Group. Latino youth had even lower educational attainment. Thirty-five percent of Mexican-origin youth (the most common origin among Washington's Latino population) lacked a high school degree or equivalent (see Figure 9). High school attainment varied widely among Asian youth: while Pacific Islanders and Southeast Asians had rates near the state average, other Asian groups were much less likely to lack a high school diploma. Patterns of high school attainment correspond to average family income, as ethnic groups that are more likely to be low income have the lowest rates of high school attainment — except in the cases of Japanese and Korean youth, both of whom were relatively likely to be low income (see Figure 5) but still had high levels of high school attainment

Figure 9. Shares of Washington State Youth Ages 21 to 26 *Without* a High School Diploma or Its Equivalent, by Racial/Ethnic Group, 2008-10



Note: Rates are shown for all youth regardless of immigrant generation.
Source: MPI analysis of 2008-10 ACS data.

228 MPI analysis of 2008-10 ACS data.

Disconnected Youth. Of particular concern is Washington's population of "disconnected" youth — those who are not enrolled in school and not working — a group that comprised approximately 13 percent of all youth ages 18 to 24 in 2010.[229] Disconnected youth have disproportionately low levels of educational attainment; 27 percent have not completed high school. During the recent recession, high school dropouts ages 18 to 24 were especially hard-hit; the unemployment rate of this group was 39 percent in 2010, compared to 18 percent for those with a high school diploma or GED, and 6 percent for those with at least a two-year college degree.[230]

Adult Education and DACA. For the subset of these young adults who are unauthorized immigrants, enrolling in adult education programs and completing a high school diploma or GED has become more urgent, with the opportunity to obtain relief from deportation through DACA. Nationwide, MPI estimates that there are approximately 350,000 young adults who would otherwise be eligible for DACA but who lack a high school diploma or GED and are not currently enrolled in school.[231] Adult education provides a "second-chance" system for these youth to reenroll, improve their basic skills, build their English proficiency if necessary, and obtain a GED or pursue workforce training. Acknowledging the potential benefits of adult education, the DACA policy includes students who are participating in education, literacy, and career-training programs that lead to a high school diploma, GED, or placement in postsecondary education, job training, or employment.[232]

Transitions from Adult Education to the Postsecondary Level. Research in Washington State has shown that adult basic education (ABE)[233] and ESL courses alone do not lead to significant improvements in earnings.[234] However, students who take these courses along with workforce training programs at community and technical colleges have better outcomes, and those who complete at least one year of college-level courses (typically 45 credits) and earn a short-term workforce credential achieve a substantial increase in average earnings.[235] This 45-credit level of attainment was declared the "tipping point" for student success by Washington's community and technical college system, and used as a metric of institutional progress.

> *Adult education students who reach the "tipping point" — completing at least one year of college credits and earning a short-term workforce credential — have a substantial increase in earnings.*

Data from the 1990s and early 2000s demonstrated that ESL and ABE students' prospects of reaching the tipping point were distressingly low, and fueled efforts to reform the adult education system. Prince and Jenkins[236] found that only 13 percent of students who started in an ESL program in 1996-98 went on to earn any college credits within five years. The rate of earning college credits was only slightly higher for students who started in ABE programs (30 percent).[237] English learners without a high school diploma fared particularly poorly: only 1 percent of ESL students who entered adult education programs with less than a high school diploma earned a GED within five years.[238]

---

229 Workforce Training and Education Coordinating Board, *Wanted: Work Experience for Young Adults: A Report to the Washington Legislature* (Olympia, WA: Workforce Training and Education Coordinating Board, 2010), www.wtb.wa.gov/Documents/WantedWorkExperienceforYoungAdults.pdf.

230 Ibid.

231 Batalova and Mittelstadt, *Relief from Deportation.*

232 USCIS, "Consideration of Deferred Action for Childhood Arrivals Process."

233 In this section we use the term "ABE" to refer to basic skills courses at both the elementary and secondary level. A subset of these courses prepares students to earn a GED. We use the term "adult education" to refer to both ABE and ESL courses.

234 Workforce Training and Education Coordinating Board, *Workforce Training Results Report: Adult Basic Skills Education/ English as a Second Language (ABE/ESL)* (Olympia, WA: Workforce Training and Education Coordinating Board, 2008), www.wtb.wa.gov/Documents/WTR_AdultBasicEducation.pdf.

235 David Prince and Davis Jenkins, *Building Pathways for Low-Skill Adult Students: Lessons for Community College Policy and Practice from a Longitudinal Student Tracking Study (The "Tipping Point" Research)* (Olympia, WA: SBCTC, 2005), www.sbctc.edu/docs/data/research_reports/resh_06-2_tipping_point.pdf.

236 Ibid.

237 Ibid.

238 Ibid.

National research documents a number of personal and institutional barriers that limit persistence and success in adult education programs. Students are likely to be low income, and many lack access to transportation, child care, and other important social supports.[239] Adult education programs are often characterized by linear course sequences that require students to progress to the highest levels before pursuing vocational training programs. These course sequences can be too lengthy and time consuming for working adults, and the curriculum may lack relevance to their career and personal goals.[240] Furthermore, "noncredit" adult education programs and their faculty are typically disconnected from the "credit" side of colleges, as they operate under separate admission criteria, funding streams, and reporting requirements. This separation contributes to the barriers facing adult education students who are interested in pursuing a postsecondary degree.

Box 2. Aligning Adult Education and Postsecondary Instruction

In order to address these common barriers, national experts recommend that states pursue several key reforms to better align ESL and ABE instruction with postsecondary education. "Accelerated" learning strategies aim to move students through adult education more quickly, often by integrating basic skills training with college-level coursework. "Contextualized" instruction, focused on learning the basic skills necessary for a specific career field, also makes programs more relevant for students, and can have immediate benefits in the workplace. Such reforms also break down the division between adult and postsecondary education, and provide clear guidance for students making the transition from noncredit to credit courses. Comprehensive social supports — such as counseling and connections to CBOs — can help students to address personal barriers to persistence, and programs can also schedule classes at times that are the most manageable for working students.

Washington State has made significant strides toward embracing many of these recommended reforms in recent years, and has been recognized as a national leader in harnessing the potential of adult education to produce future college students. However, many students — including immigrants and refugees with limited English proficiency — still struggle to access accelerated programs, and funding shortfalls have limited the scale and intensity of these reforms.

1. Promising Practices

The provision of adult education in Washington State was transferred institutionally from the K-12 education system to the State Board for Community and Technical Colleges (SBCTC) in 1991. The leadership of SBCTC established a clear expectation that colleges approach adult education programs as an integral part of their work. As one statewide higher education leader described, the community and technical colleges' mission is a "three-legged stool," with one-third of the focus on adult education, one-third on academic programs for transfer-oriented students, and one-third on workforce education. The board's commitment to serving immigrant learners and lower-skilled adults is transmitted from the top down, along with an expectation that colleges should implement innovative approaches that accelerate the progression into college-level coursework. The SBCTC structure presents unique opportunities to align these programs with the requirements and expectations of college-level courses, and to create a system that supports postsecondary transitions for even the lowest-level learners.

Student Achievement Initiative (SAI). In 2006 SBCTC introduced SAI, a comprehensive system for measuring student progress at different points along the educational pathway and promoting degree completion through interventions at critical milestones. As described by SBCTC, "Its purposes are to both improve public accountability by more accurately describing what students achieve from enrolling in our colleges each year, and to provide incentives through financial rewards to colleges for increasing the lev-

239 National Research Council, ***Improving Adult Literacy Instruction: Options for Practice and Research*** (Washington, DC: The National Academies Press, 2012), http://books.nap.edu/catalog.php?record_id=13242#toc.
240 Rachel Pleasants, *Building Integrated Pathways to Sustainable Careers: An Introduction to the Accelerating Opportunity Initiative* (Boston, MA: Accelerating Opportunity and Jobs for the Future, 2011), www.jff.org/sites/default/files/AO_BuidlingIntegratedPathways_080811.pdf.

els of achievement attained by their students."[241] Washington's two-year colleges annually report data on a series of "achievement points." In addition to measuring degree completion, these achievement points include intermediate benchmarks on the path to a college degree, as identified by SBCTC and the Community College Research Center (CCRC) at Columbia University.

The achievement points are awarded for:

- *Building toward college-level skills:* significant ESL or adult literacy test score gains, earning a GED, completing developmental writing or math
- *First-year retention:* earning 15 credits, earning 30 credits
- *Completing college-level math:* passing the math courses required for either an academic associate's or technical degree
- *Completions:* degrees, certificates, and apprenticeship training.

SAI is intended to motivate colleges to bring about systemic changes in programs and services for students at all levels of SBCTC institutions, including adult education students. By including test score gains among ESL and ABE students, SBCTC has emphasized that colleges must raise educational attainment for all learners. In fact, interviewees noted that SAI has elevated the status of adult education faculty on many campuses, as ESL programs in particular have been critical in helping colleges earn achievement points. A three-year external evaluation of SAI found that "the basic skills metric appears to have encouraged enrollment from traditionally underrepresented groups."[242] Prior to 2010-11, the majority of points gained were in the adult education category; however, budget cuts led to reductions in colleges' adult education programs in recent years, and resulted in fewer points in this area.

The Student Achievement Initiative has elevated the status of adult education programs. ESL courses in particular have been critical in helping colleges earn achievement points.

Still, the total funds dedicated to SAI constitute less than 1 percent of SBCTC's total state funds, and some stakeholders worry that this amount is insufficient for institutional or systemwide reform. The SAI was intended as an incentive, providing additional funding above an institution's base funding level. State budget cuts thwarted the board's plans to increase the reward amount each year, however, and required SBCTC to fund achievement points through a reallocation of already-reduced base funding. Evaluators found that most colleges used the small amount of SAI funds to support small initiatives or expand existing programs — and these efforts "generally did not operate on a large enough scale to produce significant gains in student achievement."[243]

Integrated Basic Education and Skills Training (I-BEST). Perhaps Washington's most well-known education reform initiative, I-BEST emerged as a solution to the problem of long basic-skills pathways and low rates of postsecondary success among adult education students. The I-BEST model integrates ESL or ABE classes with professional-technical, college-level courses. It is based on the coteaching of basic skills faculty and professional-technical faculty; the model requires at least a 50 percent overlap in instruction by both educators. Colleges generate extra funding for students enrolled in I-BEST courses (1.75 times the regular reimbursement rate) due to the coteaching requirement. Some colleges have implemented additional support for I-BEST students, including "college success skills" courses, as well as dedicated counseling and tutoring. The majority of I-BEST programs last for two to three quarters, and lead to short-term certificates.

---

241 SBCTC, "Student Achievement Initiative."

242 Davis Jenkins, John Wachen, Colleen Moore, and Nancy Shulock, *Washington State Student Achievement Initiative Policy Study: Final Report* (New York, NY: The Community College Research Center (CCRC) and The Institute for Higher Education Leadership and Policy, 2012), http://ccrc.tc.columbia.edu/Publication.asp?UID=1162.

243 Davis Jenkins and Nancy Shulock, *Metrics, Dollars, and Systems Change: Learning from Washington State's Student Achievement Initiative to Design Effective Postsecondary Performance Funding Policies* (New York, NY: CCRC and the Institute for Higher Education Leadership and Policy, 2013), http://ccrc.tc.columbia.edu/media/k2/attachments/student-achievement-initiative-policy-brief.pdf.

These credentials are also designed to be "stackable," meaning that the courses also count toward longer-term degrees.

Initial I-BEST pilots were developed at 10 community colleges in 2004-05, and in 2007 the legislature authorized funding to scale up the program to each of the 34 SBCTC colleges. In addition to a dedicated state funding stream, I-BEST has also been supplemented by leveraging several federal grant programs, including the *Workforce Investment Act*, *Perkins Act*, Fund for the Improvement of Postsecondary Education, stimulus funds from the *American Recovery and Reinvestment Act*, and grants from private foundations. After a period of exponential growth in I-BEST programs from 2007-08 to 2009-10, enrollment leveled off during the recession and declined slightly in 2011-12, as colleges reduced the size of their adult education programs. As of the 2011-12 school year, there were approximately 3,300 students enrolled in I-BEST programs across the state.[244] I-BEST participants represented about 6 percent of all adult education students (54,600) in Washington during 2011-12.

I-BEST has been widely studied since its inception, and an emerging body of research has found the model to be successful in helping ESL and ABE students to earn college credits and obtain short-term credentials. A 2009 evaluation demonstrated that, compared to similar adult education students, I-BEST students were more likely to improve their scores on a standardized test of basic skills, earn college credit, persist into their second year of college, and earn an occupational certificate during a two-year period.[245] These benefits were observed among both ESL students and ABE students in I-BEST programs. A longer-term evaluation found that a quarter of I-BEST participants achieved the "tipping point" of one year's worth of college credits plus at least a short-term certificate within four years.[246] I-BEST is also associated with higher wages and employment rates.[247] Those who reach the tipping point receive an annual return on investment of approximately 12 percent, according to a 2013 analysis by SBCTC.[248]

Based on the success of I-BEST in Washington, the national organization Jobs for the Future launched an initiative to replicate elements of the I-BEST model nationwide, with support from the Bill & Melinda Gates, Joyce, W. K. Kellogg, Kresge, Open Society, and University of Phoenix foundations. Notably, the initiative, called Accelerating Opportunity, has specifically targeted states in which the responsibility for adult education is housed primarily in the community and/or technical college system, as is the case in Washington.[249]

Our interviews at various colleges revealed a high level of support for the I-BEST model and belief in its positive results. We spoke with faculty and administrators in I-BEST programs for occupations such as nurses' assistants and medical office assistants, and in areas such as information technology and early childhood education. When considering essential elements of I-BEST programs, faculty spoke to the importance of the relationship between coinstructors, and discussed some of the challenges that instructors have experienced in collaborating on curricula and teaching classes.

While I-BEST has increased enrollment in college-level courses among some of Washington's adult education students, programs typically require at least an intermediate to advanced level of English proficiency and basic skills. Faculty contended that this threshold is needed to maintain the programs' rigor and ensure that their certificates hold the same value as those earned by students outside I-BEST. One of the colleges that we visited did not offer any I-BEST programs for ESL students; this college required students to obtain English proficiency (by completing the full ESL sequence) before enrolling in ABE and I-BEST courses.

244 SBCTC, "Selected Programs," in the *2011-12 Academic Year Report* (Olympia, WA: SBCTC, 2012), www.sbctc.edu/college/studentsvcs/3programs_1112.pdf.
245 Jenkins, Zeidenberg, and Kienzl, "Educational Outcomes of I-BEST."
246 SBCTC, *2012 I-BEST Review.*
247 SBCTC, *I-BEST Fact Sheet.*
248 SBCTC, *Investments in I-BEST Programs: A Cost Benefit to Students and Society* (Olympia, WA: SBCTC, 2013), www.sbctc.edu/college/abepds/I-BESTROIfinal-JK.docx.
249 For more information on Accelerating Opportunity, see Pleasants, *Building Integrated Pathways to Sustainable Careers.*

On-Ramp to I-BEST. In response to the need for an accelerated, I-BEST-type opportunity for lower-level learners and disconnected youth, SBCTC launched an On-Ramp to I-BEST model, also known as Skill Link, at 15 colleges in 2011-12. On-Ramp to I-BEST is designed to serve young adults ages 18 to 24 with lower levels of basic skills. This initiative, which is supported by the Bill & Melinda Gates Foundation, funds partnerships among community colleges, local workforce investment boards, and nonprofit CBOs that integrate literacy, technical skills, academic content, college navigation, career exploration, and case management. Highline Community College and Renton Technical College were among the first six colleges to implement On-Ramp to I-BEST programs in fall 2011, as pilots coordinated by the Seattle-based intermediary organization SkillUp Washington.

New technology initiatives. Some stakeholders at the state and national levels have looked to technology-based innovations in English-language learning to solve challenges related to access, cost, and program quality. Our site visits in the 2011-12 school year did not reveal a strong focus on the use of technology in Washington's adult education programs. In December 2012, however, the SBCTC and the Bill & Melinda Gates Foundation announced a significant new investment in technology-based ESL instruction for adult learners at the lowest three levels of proficiency. The Integrated Digital English Acceleration (I-DEA) initiative, supported by a $3.5 million grant from the Gates Foundation, will fund partnerships between colleges and CBOs to design and implement programs blending online and in-person instruction. Building on the I-BEST model, the courses are intended to be team-taught by a college ESL instructor and a "technology coach" (a role that will typically be filled by a CBO staff member). Students will receive loaned laptop computers with Internet access; there will be no additional cost to students beyond the standard $25 tuition for adult education courses. I-DEA will begin by enrolling 25 students at each of the 10 colleges in fall 2013, with plans to expand to all 34 SBCTC colleges and serve 1,600 students by the end of the three-year grant. Students will also have access to online support resources, including tutoring and virtual advising. The goal of this initiative is to "identify best practices of technology-enhanced instruction to allow more students to be served with less in-class instruction," and the resulting curricula will be publicly available online to allow other providers to replicate the model.[250]

Prior to the launch of I-DEA, the Seattle nonprofit organization OneAmerica piloted English Innovations, a blended delivery model of ESL instruction alongside digital literacy training. As an alternative to college-based ESL classes, the English Innovations model relies, in part, on instruction provided by volunteers in a variety of accessible locations, including public libraries and workplaces, as well as online learning. Early results from the program indicated that participants had higher retention rates than their peers in traditional adult ESL programs nationwide, and the lessons learned helped to inform the design of I-DEA.[251] It remains to be seen whether such innovations will be more cost-effective than traditional instruction, and how they can be leveraged to create meaningful on-ramps to postsecondary education and workforce training.

College advising for adult ESL students: Highline's Transition Referral and Resource Center. To address the particularly low rates of students transitioning from ESL into credit-bearing courses and graduating from college, Highline Community College formed an ESL-to-Credit Taskforce in 2007. This group of administrators, faculty, staff, and community partners examined barriers faced by ESL students. The taskforce identified advising as critical for immigrant students with goals of earning degrees or credentials. They found that while the general, collegewide advising center is based on a model of walk-in services and quick answers to commonly asked questions, many immigrant students need more detailed, personalized, and long-term assistance with their educational planning. These findings inspired the creation of the Transition Referral and Resource Center (TRRC) in 2009, which provides tailored advising for ESL students at intermediate to advanced levels.[252] TRRC offers

Many immigrant students need detailed, personalized, and long-term assistance with their educational planning.

250 SBCTC, *$3.5 Million Grant Aims to Increase Digital, Career, and College-readiness Skills of Adult English Learners*.
251 Jill Nishi, "Adult English Language Learner (ELL) Technology Special Initiative" (powerpoint presentation, Bill & Melinda Gates Foundation, Seattle, WA, July 2012).
252 The TRRC has recently expanded its focus to include GED students, as well as ESL students.

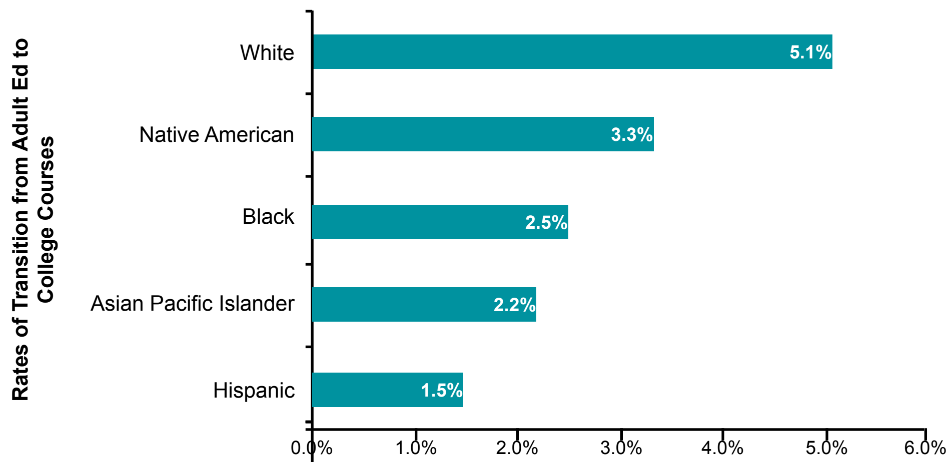
walk-in and scheduled appointments with advisors — most of whom are ESL faculty members — and also delivers presentations in ESL classes about the college's academic and vocational programs.

Since establishing TRRC, Highline has seen marked increases in advanced ESL students taking credit classes.[253] Once students have entered degree or certificate programs and gained momentum in college-level courses, they are encouraged to use the college's regular advising services, allowing TRRC to focus their services on those with the greatest needs. TRRC currently has the capacity to assist approximately 1,000 students per year (out of a total of approximately 3,000 ESL students).

2. Remaining Challenges

Uneven rates of college course enrollment. In 2010-11 Hispanic students were less likely than other adult education students to make the transition from ESL or ABE to college coursework (at either the remedial or credit-bearing levels) in the same year (see Figure 10). In part, this finding reflects the fact that Hispanic students are more likely to begin their studies in ESL programs, and face a longer road of developing language proficiency before beginning postsecondary education. Still, even among the group of students with the highest transition rates — white students — only 5 percent moved from adult education to college courses within the same year.

Figure 10. Rates of Transition from Adult Education to College Courses in Washington State, by Race/ Ethnicity, 2010-11



Note: Figures include both I-BEST students and those who transitioned into college courses outside of I-BEST.
Sources: Washington State Board for Community and Technical Colleges (SBCTC), 2010-11 school year data provided to MPI. Information on file with authors.

Within I-BEST, 23 percent of participants are ESL students (as opposed to ABE students). This share is relatively small, given that ESL students comprise approximately half of all adult education students, and likely reflects I-BEST programs' entrance requirements. Latino students are also underrepresented in I-BEST (19 percent), compared to their overall share of students in basic skills programs (35 percent).[254]

Funding adult education. While Washington's community and technical colleges have developed innovative approaches to ESL instruction, they currently face significant barriers to maintaining or scaling up their adult education offerings, due to drastic funding cuts. Most significantly, interviewees at several campuses called into question the sustainability of the I-BEST model as it is currently structured. The cost of I-BEST has been the subject of debate since the model's inception, and some stakeholders maintain that I-BEST imposes a financial burden on colleges. When implemented as designed, I-BEST courses

253 Rolita Flores Ezeonu, "Promising Practices from Highline Community College" (powerpoint presentation delivered at the National Council of La Raza Workforce Development Conference, Los Angeles, CA, October 2, 2012).
254 Wachen, Jenkins, and Van Noy, "Integrating Basic Skills and Career-Technical Instruction."

are taught primarily by a workforce education teacher, with a second teacher from the adult education program providing overlapping instruction during at least 50 percent of the course; the college receives funding for 1.75 FTE teachers. However, in the recent context of overenrollment and reduced state funding, local colleges claim that the I-BEST reimbursement rate is lower than the potential revenue that they could have generated if these instructors taught separate courses.

An external cost-benefit analysis of nine specific I-BEST programs found that the additional costs of operating these programs — compared to regular adult education and workforce programs — are approximately equal to the additional benefits, in terms of increased college credits earned by participants.[255] A separate return on investment (ROI) study by SBCTC found that I-BEST students who reach the "tipping point" (45 credits plus a short-term workforce credential) gain an average ROI of 12 percent, reflecting wage gains.[256] One college president noted that institutions have begun "approximating I-BEST," by implementing similar, but less resource-intensive, strategies such as linked courses in which instructors of two courses integrate their curricula but do not coteach.

With high demand for degree and certificate programs, institutions face a disincentive to offering low-cost programs such as ESL or ABE.

The dilemma of funding I-BEST relates to larger issues with the maintenance of colleges' adult education programs during a funding squeeze. Over the past several years, state funds have diminished at the same time that college enrollment has risen. In this context, colleges rely more heavily on tuition revenue to make up for insufficient public dollars. The share of per-student funds generated by tuition in Washington's community and technical colleges rose from 26 percent in the 2007-09 budget to 35 percent in the 2011-13 budget.[257] With high demand for degree and certificate programs, institutions face a disincentive to offering low-cost programs such as ESL or ABE. Tuition for these courses is only $25, compared to over $400 per four-credit course for college students who are Washington State residents — and nearly three times this amount for those who do not qualify for in-state tuition — plus required fees.[258] Total headcount enrollment in Washington State adult education courses fell by 10 percent in the 2011-12 school year, representing the third consecutive year of decline, as colleges cut program offerings. As summarized in SBCTC's *2011-12 Academic Year Report*, "While the demand for basic skills instruction is far greater than the [students] served, colleges are limited in their ability to respond to the need because of a funding gap created by the lack of tuition generated from these courses."[259] Interviewees suggested that this trend is cyclical, however; during periods of low enrollment, adult education courses, along with I-BEST programs, are more attractive to colleges.

Rigor versus access. Across Washington State's adult education programs, beginning ESL students in particular face a very long trajectory of language courses before they can enroll in college-level programs. Administrators from the Office of Adult Education in SBCTC expressed a desire to see greater innovation in lower-level ESL programs. In the view of one interviewee, these courses should mirror the content and expectations of college courses, so that students will begin building the academic skills needed for postsecondary success. However, some interviewees at the campus level cautioned that not all ESL students want to pursue a college degree; many simply want to learn English. Additionally, they cautioned against pushing lower-level students into professional-technical courses that have strict quality standards and safety guidelines, such as those in health-care fields. At issue are questions of how to promote access while maintaining rigor, and how to align basic skills programs with the overall mission of postsecondary certificate or degree attainment.

---

255 John Wachen, Davis Jenkins, Clive Belfield, and Michelle Van Noy, *Contextualized College Transition Strategies for Adult Basic Skills Students: Learning from Washington State's I-BEST Program Model* (New York, NY: CCRC, Teacher's College, Columbia University, 2012), www.sbctc.edu/college/abepds/ibest_ccrc_report_december2012.pdf.
256 SBCTC, *Investments in I-BEST Programs.*
257 Washington Higher Education Coordinating Board, *Key Facts.*
258 SBCTC, "Washington Community College Tuition and Fee Rates."
259 SBCTC, *2011-12 Academic Year Report.*

Pell Grant changes. Independently, a recent federal policy change has also created a new burden for many of the lower-skilled students in Washington's community and technical colleges, including I-BEST students. The US Congress eliminated the "Ability to Benefit" (AtB) provision in the *Consolidated Appropriations Act of Fiscal Year 2012*, making the attainment of a high school diploma or GED a precondition for receiving federal Pell Grants. Prior to this change, students who had not finished high school could demonstrate their "ability to benefit" from higher education — and thus their eligibility for Pell grants — by passing a college placement test or successfully completing six college credits.[260] While unauthorized immigrants and DACA recipients are ineligible for all federal financial aid, many low-income legal permanent residents (LPRs) and second-generation immigrants rely on Pell Grants to support the cost of their education. This policy change disproportionally affected Latinos, who made up over 30 percent of students receiving Pell Grants based on AtB in 2007-08 — the most recent year for which data are available — though they comprised only 14 percent of the nation's undergraduates.[261]

In Washington State AtB has played a critical role in allowing I-BEST students without a high school diploma or GED to finance college-level courses through Pell Grants: over 50 percent of I-BEST students fall into this category.[262] Interviewees noted that allowing adult education students to build momentum in applied, college-level courses — without imposing the GED as a required hurdle — has been a basic tenet of the I-BEST model. However, as of July 2012, colleges must ensure that incoming I-BEST students earn a GED before continuing their studies with the support of a Pell Grant — and this burden falls on the already underfunded adult education system.

Changes to federal financial aid legislation in 2012 made the attainment of a high school diploma or GED a precondition for receiving federal Pell Grants.

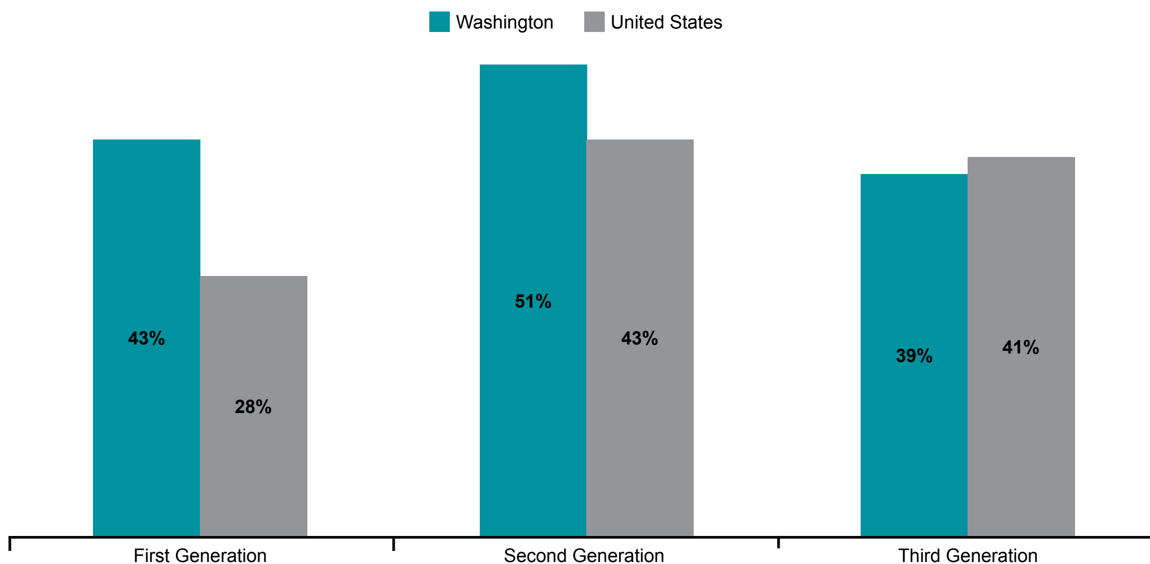
260 Center for Law and Social Policy, *Eliminating 'Ability to Benefit' Student Aid Options.*
261 Mullin, "Why Access Matters."
262 Michael Stratford, "For Those without High-School Diplomas, Federal Student Aid Comes to an End," *The Chronicle of Higher Education*, June 25, 2012, as reposted on *SBCTC News Links* (blog), http://sbctcnewslinks.blogspot.com/2012/06/news-links-june-25-2012.html.

VII. Persistence and Success in Community and Technical Colleges

Overall, immigrant youth in Washington fare relatively well in college degree attainment when compared with their peers nationwide (see Figure 11). In the 2007-11 period, 43 percent of first-generation youth ages 25 to 26 in Washington reported having at least a two-year college degree, substantially exceeding the national average for first-generation youth (28 percent). The higher rate of college attainment among Washington's immigrant youth may correspond with a higher share of Asian and European immigrants than the US average, as well as a lower share from Latin America.

Second-generation youth had higher levels of college attainment in both Washington (51 percent) and the United States (43 percent). Unlike the overall US youth population, however, Washington's third-generation youth were *less* likely to have a college degree (39 percent) than first-generation youth (43 percent).

Figure 11. Share of Youth Ages 25-26 in Washington State and Nationally with at Least a Two-Year College Degree, by Generation



Source: MPI analysis of 2007-11 CPS-ASEC data.

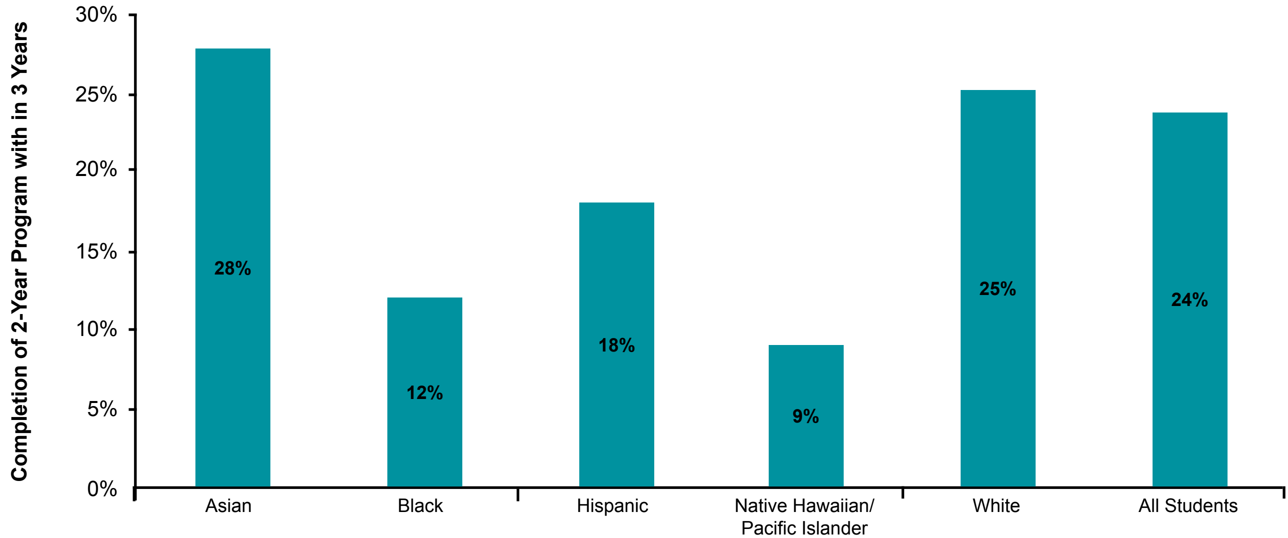
These data demonstrate that Washington has a relatively highly educated population of first- and second-generation young adults ages 25 to 26. However, the data do not necessarily reflect the productivity of Washington's *public* colleges, as they include youth who earned degrees in other countries or states, as well as graduates of private and for-profit institutions. These data are also based on self-reported information.

Community and technical college completion rates by race/ethnicity. Data from Washington's public institutions of higher education offer insight into college completion rates for various groups, based on the proportion of students in a cohort who earn a degree in a specified time period. Unfortunately, these data are not disaggregated for first- or second-generation youth; instead, we describe here patterns by race/ethnicity. In Washington's community and technical colleges, 24 percent of all first-time, full-time students entering in fall 2008 completed a two-year certificate, degree, or apprenticeship within three years (see Figure 12).[263] The completion rate was highest for Asian students (28 percent) and lowest for Native Hawaiian/Pacific Islander and Black students (9 percent and 12 percent, respectively). The completion rate for Hispanic students (18 percent) exceeded these two groups, but was below the state

263 Certificates include those requiring at least 90 credits (four semesters) of study. Completion rates are for 150 percent of standard program length (i.e., completing a two-year course of study within three years).

average. Notably, these completion rates are for full-time students; however, according to national enrollment data, the majority of first- and second-generation Hispanic undergraduates enroll in college on a part-time basis.[264]

Figure 12. Percentage of Full-Time Students in Washington State Community and Technical Colleges Completing a Two-Year Certificate, Degree, or Apprenticeship within Three Years (Fall 2008 Cohort)



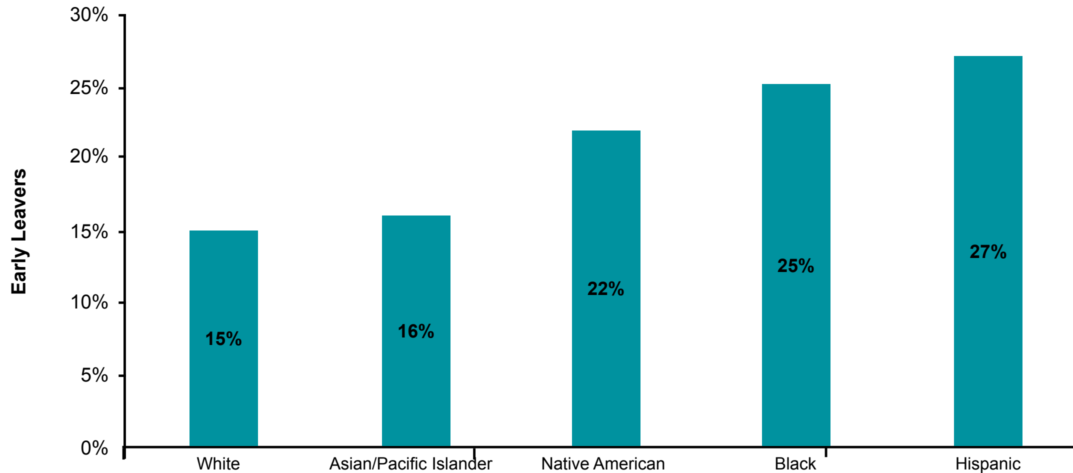
Note: The 2008 entry cohort includes only first-time, full-time, degree-/certificate-seeking students.
Source: MPI analysis of data from NCES Integrated Postsecondary Education Data System Graduation Rate Survey, 2011-12, provided by SBCTC at authors' request.

College persistence. Earlier research on the cohort of students entering community and technical colleges in 2001 found that after six years, Hispanic students were the least likely to have completed a degree or certificate, to have transferred, or to have remained enrolled with 45 credits or more.[265] Data also demonstrate that Hispanics are overrepresented among "early leavers": students who have a goal of earning a degree or certificate but only earn credit in one quarter at most, and who do not return to college within two years' time. Twenty-seven percent of Hispanic students who entered community and technical colleges in Washington in fall 2007 as full-time, degree-seeking students were identified as early leavers, dropping out early in their college careers (see Figure 13).

264 Staklis and Horn, *New Americans in Postsecondary Education.*

265 David Prince and Deborah Stephens, *Access and Success for People of Color in Washington Community and Technical Colleges: Progress Report* (Olympia, WA: SBCTC, June 2009), www.sbctc.ctc.edu/docs/data/research_reports/resh09-2_students_of_color.pdf.

Figure 13. Full-Time Washington State Students from the Fall 2007 Entering Class Who Left College with No More than One Term of Credits



Source: SBCTC, "Student Progress and Success," in the *2009-2010 Academic Year Report* (Olympia, WA: SBCTC, 2010), www.sbctc.edu/college/_d-acad2009-10.aspx.

Risk factors. Immigrant students often face a number of risk factors that are associated with lower rates of college retention and degree completion. National research demonstrates that immigrant students are more likely to be "nontraditional" college students, meaning that they often enroll in postsecondary education at older ages; attend college part time; work while going to school; and juggle family responsibilities along with their coursework.[266] Within the first generation, these characteristics are generally shared by both Latino and Asian immigrants.[267] In the second generation, however, this trend is reversed for Asian undergraduates: they enroll in college at a younger age than their peers, and they are more likely to enroll full time. Second-generation Latinos, on the other hand, continue to enroll part time in greater numbers than the overall college student population.[268]

Leaders of national efforts to raise college completion rates highlight several critical areas of intervention for nontraditional and academically underprepared students. Developmental education (also referred to as "remediation") has been identified as a key sticking point for many students, and efforts to improve this part of the college experience — and to reconsider the initial placement process that is used to assign students to developmental education — have factored prominently in the higher education reform agenda.[269] Immigrant and second-generation students may be especially likely to require developmental education courses, due to remaining gaps in their language proficiency and academic preparation that reemerge at the college level. National research found that 52 percent of Latino immigrant college students and 40 percent of Asian immigrant students had taken at least one developmental education course, compared to 35 percent of all undergraduates.[270] Many immigrant college students also need continued ESL instruction and support in mastering academic English. Finally, just as adult education students benefit from support services and counseling focused on the transition to postsecondary education, two-year college students need guidance in navigating higher education and preparing to transfer to four-year colleges. After a brief overview of critical postsecondary education funding issues, this section will discuss each of these issues in greater detail and draw upon promising practices observed during our site visits.

266 NCES, "Profile of Undergraduates in US Postsecondary Education Institutions: 2003-04."
267 Staklis and Horn, New *Americans in Postsecondary Education*.
268 Ibid.
269 Complete College America, *Remediation: Higher Education's Bridge to Nowhere* (Washington, DC: Complete College America, 2012), www.completecollege.org/docs/CCA-Remediation-final.pdf; Thomas Bailey, Dong Wook Jeong, and Sung-Woo Cho, "Referral, Enrollment, and Completion in Developmental Education Courses in Community Colleges," *Economics of Education Review* 29, no. 2 (2010): 255–70, www.sciencedirect.com/science/article/pii/S0272775709001071.
270 Staklis and Horn, *New Americans in Postsecondary Education*.

Postsecondary education funding in Washington State. Compared to the 2009-11 funding level, state funding for public institutions of higher education was reduced by 26 percent for community and technical colleges and 46 percent for four-year colleges and universities in the 2011-13 budget. While the two-year college sector sustained relatively smaller cuts than the four-year sector, state funds are responsible for a much higher share of the overall revenue for two-year institutions (51 percent in 2009-11, compared to 31 percent at comprehensive institutions and only 12 percent at research institutions).[271] The other institutional sectors generate a higher share of their funding from research grants and contracts, among other sources. As mentioned in the previous chapter, all types of institutions of higher education have relied more heavily on tuition revenue over the past several years, and have increased tuition rates to offset cuts in state funds. This trend is particularly striking at the University of Washington, where the proportional share of tuition revenue and state funding has been reversed: tuition revenue accounted for 35 percent of budgeted per-student funding in 2007-09, but rose to 66 percent in 2011-13.[272]

State funding for public institutions of higher education was reduced by 26 percent for community and technical colleges and 46 percent for four-year colleges and universities in the 2011-13 budget.

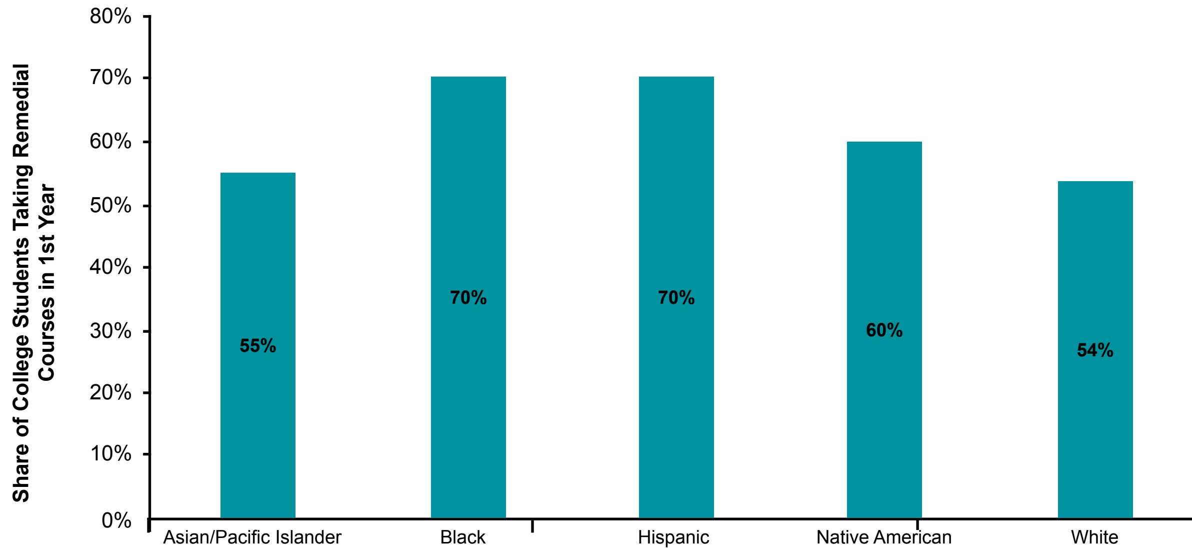
A. College Placement Testing and Developmental Education

Among youth who graduate from high school and enter college, an overwhelming number lack the minimum skills required for credit-bearing courses. While public two-year colleges are considered "open access" institutions, meaning that they will admit students at all levels of academic proficiency, they typically require degree-seeking students to take placement tests. These tests place them on a spectrum of college readiness; students below a certain level must complete developmental education courses in subjects such as reading, writing, and math, before attempting college-level courses that are required for graduation or transfer to a four-year institution.

In the 2010-11 academic year, 57 percent of Washington's entering community and technical college students who enrolled directly after high school graduation took at least one developmental education course (see Figure 14). Hispanic and Black high school graduates had the highest rate of enrollment in developmental education (70 percent). Overall, more than 77,000 students enrolled in developmental education courses in Washington's community and technical colleges in the 2010-11 school year, including recent high school graduates as well as older students.[273]

271 Washington Higher Education Coordinating Board, *Key Facts*.
272 Ibid.
273 Ibid.

Figure 14. Remedial Course Taking among 2009-10 High School Graduates Enrolling Directly in Washington Community and Technical Colleges, 2010-11



Source: David Prince, *Role of Pre-College (Developmental and Remedial) Education: 2009-10 Public High School Graduates who Enroll in Washington Community and Technical Colleges in 2010-11* (research report 12-2, SBCTC, December 2012), www.sbctc.ctc.edu/college/education/12-2RoleofPre-CollegeEduc_000.pdf.

Developmental education has come under scrutiny nationwide because it has been associated with increasing the time it takes students to earn a degree, and reducing persistence.[274] In fact, the majority of students referred to developmental education never even complete the required courses.[275] Further, developmental education courses charge the same tuition as credit-bearing courses, and students who spend several terms taking developmental education courses risk using up much of their financial aid allotment before they even begin pursuing their major. This issue is especially pertinent in light of changes to federal Pell Grants in 2012 that reduced the maximum length of eligibility from 18 to 12 semesters. Part-time students, in particular, may lose eligibility if they require multiple semesters of developmental education.

These national concerns were echoed in our conversations with educators in Washington State. Interviewees spoke to the problem of lack of alignment between high school graduation requirements and the level of academic skills desired by colleges. Because of this disconnect, many entering college students find themselves frustrated by the need to take long sequences of developmental education courses before enrolling in the "gatekeeper" freshman-level English and math courses that are required for their desired degree or certificate.

Flexibility in college placement policies. While some states have developed common placement tests and established specific cutoff scores required for entering and exiting developmental education courses, the SBCTC institutions have considerable autonomy in determining their placement criteria, course sequences, and program options. College administrators and faculty with whom we spoke appreciated this flexibility, and thought it allowed them to tailor their programs to the academic needs of their students. At one institution, immigrants with intermediate to advanced English proficiency are guided through the process of deciding whether to enroll in mainstream, developmental English, or noncredit ESL provided through the adult education system, based on their academic goals, financial circumstances, and available funding opportunities. The English faculty at this college discussed their ability to adjust students' course placement on an individual basis, and allow motivated students to challenge themselves in college-level courses, in the absence of "hard-and-fast" rules about test scores. State-level adminis-

274 Complete College America, *Remediation.*
275 Bailey, Jeong and Cho, "Referral, Enrollment, and Completion."

trators from SBCTC echoed this belief in the benefits of flexibility, and expressed that they do not wish to stand in the way of colleges' efforts to move students "further and faster." According to one senior administrator, college placement tests often serve to hold back students who could actually succeed in higher-level courses if given the opportunity; colleges should provide options for incoming students and consider multiple measures for demonstrating college readiness.

The potential disadvantage of this approach, however, is that students, families, and high schools lack a clear signal about what constitutes college readiness for their graduates. Further, there is no way to ensure that all institutions take an equally thoughtful approach to placing incoming students in classes based on their personal goals and interests, or that colleges' placement policies address the particular language development needs of ELLs. Given reductions in staffing and student services, it is unlikely that all colleges have the capacity to consider student placement decisions on a case-by-case basis.

Toward a common definition of college readiness. Further on the horizon, however, Washington, like other states, plans to move a greater share of placement testing and remediation down to the high school level. Washington was one of 10 states selected in 2011 to participate in the Core to College initiative, a three-year project funded by the Lumina, William and Flora Hewlett, and Bill & Melinda Gates foundations that aims to improve alignment between the secondary and postsecondary education systems. Ultimately, the goal is to develop a common, statewide definition of college readiness, and to use assessments aligned with the Common Core State Standards to measure achievement of this benchmark.

It remains to be seen whether these new assessments will be valid and reliable for ELLs, as well as native English-speaking students. Since tests taken at the high school level will likely feature even more prominently in students' postsecondary choices and outcomes, it will be all more critical to ensure that ELLs develop strong reading, writing, and math skills at the high school level.

1. Promising Practices

While the vast majority of developmental education programs serve both immigrant and nonimmigrant students, a few reform efforts specifically target the remedial needs of ELLs and former ELLs. Many colleges offer remedial ESL courses, geared toward ELLs who are pursuing college degrees and certificates but lack the academic language skills needed for college-level English courses. At other colleges in Washington State, ESL instruction is only offered in the adult education system; once students matriculate in degree-seeking programs, they are placed into mainstream developmental education courses.

I-BEST and developmental education. Building on the success of I-BEST, SBCTC provided a small group of colleges the opportunity to develop "I-BEST for Developmental Education" and "Academic I-BEST" pilot programs in 2010-11. Whereas the traditional I-BEST model is intended as an accelerated option for adult education students to earn short-term workforce certificates, the I-BEST for Developmental Education and Academic I-BEST programs are designed for students interested in pursuing longer-term certificates and associate degrees. The programs target students who place into either upper levels of adult education or into developmental education, whether they entered college directly from high school or from traditional I-BEST programs. This approach integrates the developmental education subjects of math and English with professional-technical or academic content geared toward a student's anticipated major.[276] In courses taught collaboratively by developmental education and college-level instructors, students are able to begin applied training in career fields such as medical assisting, nursing, and welding, or pursue a direct transfer degree while simultaneously completing their developmental education requirements. Early results from the I-BEST for Developmental Education pilots suggest that participants had higher one-year retention rates than a comparison group of students in traditional developmental education classes; the two groups had similar outcomes with regard to completion of developmental education requirements and accumulation of college credits.[277] Programs showing the most promising results had taken a comprehensive approach to redesigning the entire pathway to a degree or long-term certificate,

276 SBCTC, "I-BEST for Developmental Education: Program Summaries," www.sbctc.ctc.edu/college/_e-ibest4developmentaled.aspx.
277 SBCTC, *2012 I-BEST Review.*

with a focus on supporting English and math skills in the context of a professional-technical program of study.[278]

Data-driven reforms and Achieving the Dream. The theme of reforming developmental education has featured prominently in the efforts of the Achieving the Dream (ATD) initiative, a national network of community colleges engaged in broad institutional reforms designed to increase student success rates and close achievement gaps. One of the central principles of ATD is that by creating a "culture of inquiry and evidence" and promoting an intensive focus on student data by administrators, faculty, and staff, colleges can better identify systemic problem areas and develop strategies to address them. Washington has a particularly large number of institutions that have participated in ATD, with six colleges in the initial cohort that was funded in 2008-11, and another 10 receiving funding in subsequent grant cycles. According to SBCTC administrators, ATD has supported local efforts to analyze student outcome data and allowed colleges to target interventions to the courses and students with the lowest success rates. Although ATD does not direct institutions to focus specifically on immigrants or English learners in their reform efforts, some Washington colleges have used the initiative to examine the unique barriers faced by these students and develop interventions.

Jumpstart at Highline Community College. Highline Community College, in particular, took advantage of ATD to collect and analyze data on the barriers faced by ESL students in the transition to college credit courses. One of the results of this analysis was the creation of the Jumpstart program in 2010, which aims to accelerate ESL students' transition from adult education to college credit courses. A collaborative effort between Highline's ESL faculty and its developmental reading and writing faculty, the program allows a small cohort of approximately 10 advanced ESL students to take mainstream, developmental English courses, thereby skipping the upper-level courses in the ESL sequence. The college placement test is waived for participants, who are automatically enrolled in the highest level of developmental writing. In addition to the developmental English class, participants also enroll in a Jumpstart support seminar, which is taught by an ESL faculty member and meets daily.

Since Jumpstart participants are technically still classified as adult education students during the program term, they are only charged the small tuition price of adult education courses — $25 — which is waived for low-income students. Support from the college's leadership played a key role in creating this cost-saving arrangement, which addresses the financial barriers to enrolling in college-level programs. After completing the Jumpstart term, participants enroll as regular, paying college students. The college also has a limited scholarship fund to provide some students with financial assistance for up to one year, to get them to the point where they have the momentum needed to persist in college.

Jumpstart targets ESL students who hope to complete a two- or four-year college degree. Early results indicate that students have been successful in advancing toward these goals. Out of a total of 59 participants between winter 2010 and spring 2012, approximately 90 percent passed the Jumpstart semester. Eighty percent of these passing students have enrolled in at least one college-level class; 75 percent have persisted in college courses; and 56 percent have earned at least 15 college credits. One student has already graduated and transferred to a four-year university.[279]

From winter 2010 to spring 2012, 90 percent of Jumpstart participants passed the program semester; 80 percent of passing students enrolled in at least one college-level class; and 75 percent persisted in college courses.

One key to Jumpstart's success may be its selective application process. The small cohort is chosen carefully from among students in the top levels of ESL, based primarily on nonacademic factors. As an interviewee explained, the faculty looks for students who are highly motivated and have well-developed goals and the ability to balance academic and personal responsibilities. The students tend to be on the younger end of the adult ESL spectrum, typically ranging from about 18 to 25. All of the participants are first-generation immigrants; some attended US high schools for a few years before enroll-

278 Ibid.
279 Data provided by Highline Community College to MPI. Information on file with the authors.

ing in adult education programs, while others have high school diplomas from their country of origin. In order to receive a scholarship after completing Jumpstart, students go through a second, competitive application process, but this time students' financial need factors into the decision as well.

Though Jumpstart enrolls a limited number of students, interviewees mentioned that the program has had a spillover effect on developmental instruction at Highline. Providing a well-aligned support seminar requires a high level of communication between the English and ESL faculty, and encourages instructors to make their lessons more coherent, structured, and "student friendly." Other programs at Highline, including Gateway to College, have indicated plans to replicate the support seminar model. Jumpstart has also brought greater attention to the literacy needs of second-language learners in general, who comprise over half of the students in developmental English classes, according to faculty estimates. All of the college's English instructors are expected to be prepared to work with this diverse population, and approximately half are also certified in teaching adult ESL.

Second-language learners represent over half of the students in Highline Community College's developmental English classes.

Reading Apprenticeship at Renton Technical College. Renton Technical College has implemented an innovative, institution-wide approach to building college-level literacy, called the Reading Apprenticeship (RA). Developed by the nonprofit organization WestEd, RA is a pedagogical model for building the literacy skills of adolescent and adult learners in various academic and professional disciplines.[280] RA helps students refine their reading strategies by giving students and instructors the tools to interpret different types of texts, ranging from literature to technical manuals in fields such as automotive engineering. A lead faculty member in Renton's adult education program first implemented RA in 2008. She began using RA as an attempt to address the needs of various types of students, including ELLs who may have strong literacy skills in their native languages, but "need to learn how to make meaning with academic and technical texts in English."[281] Since this instructor initially noticed positive results from RA in adult education classes, the model has been scaled up to include professional-technical classes. Faculty members in various disciplines have participated in campus workshops on RA, and over 50 instructors have completed a 30-hour online training program on the model. Faculty from Renton have also worked with other colleges across the state to implement the model on their campuses. In spring 2013 the RA training was offered to teams of professional-technical and adult education instructors at all 34 community and technical colleges, along with 10 CBOs.

Initial results suggest that RA may be linked to improved student persistence. Renton increased college-wide student retention by 11 percent over a three-year period (from 2008-09 to 2010-11), which coincides with the implementation of RA.[282] By 2010-11 over 50 percent of Renton's professional-technical students were in classes taught by instructors that had received training in RA. As many college instructors lack formal training in teaching literacy, Renton's approach to implementing RA stands out as a rare example of an institutional commitment to building college-level English skills for both immigrants and nonimmigrants.

2. Remaining Challenges

Once again, funding was repeatedly cited as the most significant obstacle to taking promising programs to scale. The initial results of Washington's innovations in developmental education have been promising, but they have had a limited reach. Colleges find themselves facing the hard choice of offering intensive programs for a small number of students, versus less-intensive interventions for a broader population. Further, as one community college president noted, educators rarely have time to "give an experiment the time it needs to mature, in this results-driven funding climate." He concluded that there are many "interrupted experiments" in Washington, as funding for special programs has evaporated.

280 Lesmeister, "Teaching Adults to Read with Reading Apprenticeship."
281 Ibid., 29.
282 Renton Technical College, *Achieving the Dream Leader College Application* (Renton, WA: Renton Technical College, August 2011).

Faculty from Highline's Jumpstart program also noted that their program has been limited in its growth by the number of ESL students that they are able to recruit with the right combination of academic skills and ambitions. Jumpstart is targeted very specifically to students with a certain level of maturity and direction, as well as the ability to juggle the competing priorities in their lives. This challenge again suggests a tension between the goals of expanding access to a wider number of students while also ensuring that students are prepared for college-level rigor.

It is also worth noting that not all colleges have included such an explicit focus on ELLs in their broader efforts to improve retention and completion rates. The national ATD initiative does not emphasize ELL or immigrant students in particular; it addresses these groups indirectly through its focus on closing gaps for students of color and low-income students. In Washington, as in other states, ELLs and former ELLs likely comprise a significant proportion of the students in mainstream, developmental education classes — but in many cases they are not receiving any specialized support.

B. Support Services and Advising

Beyond instructional innovations, efforts to improve college persistence and degree completion also incorporate support services, such as advising, counseling, and mentoring. National research demonstrates the critical importance of such support services for students from underrepresented minority groups, low-income students, and those who are the first in their families to attend college. These students often experience more difficulty adjusting to the bureaucratic aspects of college life, such as financial aid policies, course registration procedures, and prerequisite classes, due to their lack of exposure to higher education.[283] Just as high school students need guidance in building college knowledge, older youth also need assistance in navigating the various requirements, processes, and resources available at the college level. Additionally, students from immigrant families may need assistance managing competing work schedules, challenges in finding child care, and additional family responsibilities.[284] As mentioned previously, first- and second-generation Latino students are particularly likely to be "nontraditional" students — they are more likely to attend college part-time, work while in school, and enroll in colleges close to home.[285]

Our interviewees highlighted the unique advising needs of immigrants and refugees as they find themselves acculturating to both the college environment and US society. Faculty at various colleges noted that immigrant students often need help weighing the costs and benefits of various program options, developing schedules that can accommodate their multiple responsibilities, and learning to communicate proactively with their professors. Innovations in advising and student support in SBCTC institutions have been driven by leaders at the campus level, and approaches vary widely among colleges.

1. Promising Practices

Yakima Valley Community College chose to focus its initial ATD reforms on improving the advising and student services received by incoming, degree-seeking students at the beginning of their college career. The college revised its orientation for new students to create a more comprehensive program that addresses the common academic and nonacademic questions posed by students who have limited familiarity with higher education. Students now participate in orientation activities in small cohorts of 30, and each group meets with a student mentor and a basic skills faculty member. Since implementing these changes in spring 2007, Yakima Valley has seen its quarter-to-quarter retention rate rise among new students.

Yakima Valley: Going beyond early interventions. According to one interviewee, most colleges have concentrated their efforts in student services on "early interventions," with the goal of getting more students

283 Engle and Tinto, *Moving Beyond College Access*.
284 Vivian Tseng, "Family Interdependence and Academic Adjustment in College: Youth from Immigrant and U.S.-Born Families," *Child Development* 75, no. 3 (2004): 966–83.
285 Staklis and Horn, *New Americans in Postsecondary Education*.

past developmental education and the "gatekeeper" math and English courses required for all degree programs. However, students may also need specialized support further along on their educational pathway. At Yakima Valley administrators have recently acknowledged a need to focus on the support provided to their continuing students as well, in order to promote retention and graduation. In June 2012 the college received a PRESS (Persistence, Retention and Student Success) for Completion grant from the Walmart Foundation —administered by ATD — which they plan to use to examine and improve their services for this population.

Many colleges also rely on federal grant programs to supplement their support services, especially for targeted groups of students. Yakima Valley Community College receives a TRIO Student Support Services (SSS) grant, for instance, to focus on the population of students who are the first in their families to attend college, are low income, and have a goal of transferring to a four-year college. Over the past two years, Yakima Valley has used this grant to implement a "learning community" for approximately 200 students. First-year students enroll in linked, block-scheduled courses with a small cohort of peers, and receive increased counseling, tutoring, and training in financial literacy. The SSS program conforms to the overall college demographics: approximately 50 percent of participants are Latino.

2. Remaining Challenges

Predictably, reductions in higher education funding in Washington have meant rollbacks in many student services. At Yakima Valley Community College, for instance, counseling services have been curtailed during the summer term, and the financial aid office has reduced its hours year round. Such changes have a disproportionate impact on nontraditional students, who are more likely to take classes during evenings and summer sessions, and may be unable to access campus resources during regular business hours due to conflicting work schedules. Further, many interviewees spoke to the limited capacity of comprehensive programs such as student support services. The tension between scale and intensity reemerges as a central dilemma facing college administrators responsible for student support and advising services.

C. Transition from Two-Year to Four-Year Colleges

While our focus has been the transition between high school and the two-year college system, the project's overall goal is to examine the success of first- and second-generation youth in achieving degrees and credentials that will allow them to obtain a job paying a family-sustaining wage. Each level of education is generally associated with a higher earning potential, and our previous research shows that the greatest wage premium comes from completing a bachelor's degree. Among first- and second-generation young adults, it is only at the bachelor's level that all groups — including immigrants who arrived after age 16 — earn average incomes above a family-sustaining wage.[286]

In Washington the overall number of community and technical college students transferring to four-year colleges within the state has increased steadily over the past several years, from approximately 16,800 in 2005-06 to 18,900 in 2009-10.[287] According to our conversations with stakeholders at the state level, these numbers are likely to continue to increase, due to economic factors affecting the entire higher education system. As tuition rates have risen dramatically at the four-year colleges and freshman enrollment has become increasingly selective, a larger population of students who would have previously attended these schools are enrolling first in community and technical colleges, with the hopes of transferring to earn a four-year degree.

Key route to four-year degrees for Latinos. Washington's two-year colleges do not regularly disaggregate statewide transfer data on the basis of race/ethnicity, let alone immigrant status. As Latino, Native American, and Black students generally lag behind their peers in certificate and degree completion rates at the two-year college level, one can assume that they are also less likely to transfer to four-year colleges. However, data from four-year colleges demonstrate that transfer students contribute significantly

286 Batalova and Fix, *Up for Grabs*.
287 Washington Higher Education Coordinating Board, *Key Facts*.

to the diversity of the baccalaureate graduating classes. An examination of the records of nearly 20,000 students who graduated from public baccalaureate institutions in 2006, for instance, found that Latino graduates, along with Black and Native American graduates, were much more likely to have entered the four-year colleges as transfers than as freshmen. Fifty-eight percent of Latinos earning a four-year degree were transfer students, confirming the crucial role of the transfer system in providing access to bachelor's degrees for this population. By comparison, 42 percent of Asian and 51 percent of white graduates had transferred.[288]

The need to streamline the transfer process is widely acknowledged, nationwide and in Washington State. As interviewees told us, transfer students frequently have trouble interpreting the requirements of both two- and four-year colleges, and often find that many credits will not transfer for their intended major, resulting in excess course enrollment and higher costs.

Fifty-eight percent of Latinos earning a four-year degree were transfer students.

1. Promising Practices

Aligning two-year and four-year college curricula. To tackle these issues, Washington's public institutions of higher education have adopted statewide "articulation agreements." The agreements set out clear pathways to a bachelor's degree, and seek to ensure that students take the proper lower-division courses for their desired major and that credits earned in two-year colleges will count toward a four-year degree.[289] Still, many students transfer without completing a two-year degree, and are unable to take advantage of these pathways. The leaders of the various systems of higher education are also developing a two-semester (45 credit) set of general education courses that four-year universities will agree to recognize as satisfying freshman requirements. This designation should improve transparency and facilitate the transfer process for students who transfer before completing an associate's degree.

Shared locations for two-year and four-year degree programs. The creation of "university centers" offering community college and four-year college programs on the same campus also play an important role in addressing barriers faced by immigrant students. As interviewees noted, immigrants are often more "place bound" than their peers, due to transportation barriers and family and work responsibilities, as well as cultural expectations among some ethnic groups that youth should continue to live with their parents. University centers give students the opportunity to complete a bachelor's degree without leaving their local community college campus. Central Washington University (CWU) has a university center program located at Yakima Valley Community College, which has a particularly large Latino population. Students participate in classes through live, interactive television and videoconferencing, even though instruction takes place at CWU's main campus in Allensburg, over 30 miles away from Yakima.

2. Remaining Challenges

While Washington has developed a set of supportive transfer policies, students still need access to information and guidance to fully realize their benefits. Many students fail to understand the difference between general education requirements and the specific prerequisite courses that they will need to complete their major at a four-year college. Mistakes that result in extra course-taking cost students time and money, and can lead to frustration and increased dropouts. Prior research also found a need for more information specific to particular majors and for targeted advising for students planning to transfer.[290] However, interviewees admit that most of the state's community and technical colleges do not have specific counselors or resource centers that specialize in the transfer process.

288 Paul Stern, Kirby Pitman, and Dave Pavelchek, *The Role of Transfer in the Attainment of Bachelor's Degrees at Washington Public Baccalaureate Institutions, Class of 2006* (Olympia, WA: Social and Economic Sciences Research Center, Puget Sound Division, Washington State University, 2009), www.hecb.wa.gov/sites/default/files/HECBTransferStudyFINAL.pdf.
289 Ibid.
290 David Prince and Michelle Andreas, *What Well-Prepared Transfer Students Tell Us about Barriers to Transfer* (Olympia, WA: SBCTC, 2010), www.sbctc.ctc.edu/college/education/resh_rpt_10_1_transfer_non_transfer_students.pdf.

VIII. Conclusions and the Road Ahead

As demonstrated throughout this report, first- and second-generation youth comprise a large and diverse segment of Washington's young adult population. These youth are literally changing the face of educational institutions, and their skills and talents will inevitably play a critical role in shaping the productivity of the state's workforce in future years. As they embark upon careers and start their own families, the opportunities available to immigrant youth — and their social and economic contributions to Washington — will be largely determined by their educational attainment at the secondary and postsecondary levels.

The opportunities available to immigrant youth — and their social and economic contributions to Washington — will be largely determined by their educational attainment at the secondary and postsecondary levels.

While the state has pioneered innovative approaches to adult education and workforce training for its diverse population, the recession has forced certain reform efforts to retrench. Moreover, Washington's immigrant groups have not benefitted equally from existing college access and postsecondary success initiatives. The low levels of educational attainment of some of the state's young immigrants — particularly Latinos, Pacific Islanders, and some Southeast Asian groups — underscore the urgency of providing effective instruction for students who are still learning English, sustaining adult education, investing in comprehensive financial aid and student support services, and addressing remedial and language acquisition needs at the college level. Several key policy considerations and potential areas for intervention arose from our fieldwork. The following recommendations provide a framework for ensuring that first- and second-generation youth remain at the forefront of Washington's college completion agenda.

High School Completion

- ***Improve teacher training and professional development.*** Raising ELL achievement throughout Washington requires a shared commitment to ensuring that educators have the skills needed to support language acquisition and differentiate instruction for these students. Washington State has already taken important steps toward this goal by requiring all teacher preparation programs to implement a focus on cultural competency and ELL education into their training for new teacher candidates. To build the skills of the broader, veteran teaching force, Washington can expand opportunities for educators throughout the state to earn ELL/ bilingual credentials and target resources for sustained, whole-school professional development focused on instructional strategies for ELLs.

- ***Invest in expanded learning time and flexible approaches to credit accumulation.*** Our study school districts employ strategies such as summer school, credit-recovery programs, and extended graduation pathways to alleviate the time crunch facing ELLs. Several Washington school districts award credit for proficiency in a non-English language, which effectively frees up time in students' schedules. As administrators and policymakers wrestle with persistent resource constraints, they would be advised to protect and scale up programs that provide expanded learning time and confer credit for ELLs. Without such innovative strategies, ELLs would likely face even lower odds of earning a diploma.

Preparing for College and Careers

- ***Promote participation in college- and career-preparatory programs.*** In order to increase the numbers of ELLs and Latinos taking advantage of innovative, accelerated programs such as dual credit, early college high schools, and Tech Prep, educators must first address barriers including language proficiency requirements, direct and indirect program costs, and regional disparities in access to these opportunities. Building on the lessons learned from I-BEST, Washington's school districts and two-year colleges could partner to design dual credit programs and alternative high schools that are accessible to ELLs and to integrate language learning with advanced academic or technical courses.

- ***Expand access to financial aid.*** Washington State has a comprehensive and relatively generous system of need-based financial aid for low-income students. Without increased investments in the state's financial aid programs, however, these resources will continue to fall short of their intended impact. Further, unauthorized immigrant youth are currently unable to take advantage of these programs, which likely contributes to low college enrollment rates among Latino students. Allowing DACA recipients to access need-based financial aid would remove a significant barrier to college access for the population of youth targeted by proposed federal DREAM Act legislation.

Adult Education

- ***Develop a sustainable funding model for adult education.*** Washington's State Board for Community and Technical Colleges has served as a catalyst for systemic change in language learning and basic skills instruction. However, programs for lower-skilled adults are among the most vulnerable segments of the state's public education system. Unless policymakers and college system administrators address the sustainability of adult education funding and delivery models, Washington's renowned programs may continue to shrink.

Persisting and Succeeding in Postsecondary Education

- ***Pilot and scale up accelerated approaches to remediation for ELLs and former ELLs.*** Youth from immigrant families often enter college with lingering gaps in their academic language proficiency, yet the needs of second-language learners do not always play a prominent role in efforts to improve developmental education. Highline Community College's Jumpstart program provides an example of a small, innovative way to accelerate the progress of advanced ESL students through developmental education and into college-level courses. Looking ahead, postsecondary education policymakers, administrators, and researchers can build on programs such as Jumpstart and strategically incorporate ELLs and former ELLs into developmental education reform initiatives.

Across the Educational Pipeline

- ***Track and report data on ELLs and immigrant youth.*** A sharper focus on ELLs and immigrant students in data collection and analysis — at both the K-12 and postsecondary levels — is needed to identify barriers to student success and develop well-targeted solutions. Currently, Washington State does not have a shared typology of ELL subgroups (such as long-term ELLs), and thus cannot disaggregate data on this population. Further, educational institutions collect and report very little longitudinal data on the outcomes of former ELLs. Without such data, stakeholders lack an accurate and complete picture of how Washington's youth from immigrant families fare in terms of college enrollment, degree completion, and the labor market.

Looking Ahead: Levers for Change

While closing the opportunity gaps between immigrant youth and their peers from native-born families will require systemic change, Washington's education leaders and community stakeholders bring unique expertise to this undertaking. The state already serves as a national model for redesigning adult education and workforce training to promote postsecondary access and completion. The task ahead involves expanding these lessons learned throughout all levels of the educational pipeline, and sharpening the focus on the hardest-to-serve populations, including high school ELLs and low-skilled young adults from immigrant families.

The state already serves as a national model for redesigning adult education and workforce training to promote postsecondary access and completion.

In spite of the challenges wrought by Washington's state budget crisis, we identified several immediate opportunities to regain momentum and advance the success of the state's large and growing immigrant youth population. These include:

- ***Race to the Top implementation in the Road Map Consortium.*** The seven South King County districts that comprise the Road Map Consortium — which enroll 70 percent of the county's ELLs — have already demonstrated a strong commitment to improving the outcomes of this population through teacher credentialing and professional development, enhanced data collection and analysis, and exposure to college and career opportunities. With the resources and technical assistance provided by the Race to the Top district grant, the consortium can serve as a laboratory for innovation and an opportunity to test a regional approach to educational reform in areas with a high concentration of immigrants and refugees. Washington can leverage the lessons learned from the Road Map Consortium to support best practices in other parts of the state that have fewer resources — including the Yakima Valley — and inform state policy on ELL education.

- ***A transition to college- and career-ready standards.*** The Common Core State Standards and Next Generation Science Standards could catalyze systemic efforts to improve instruction for ELLs in all academic subjects. In order for ELLs to successfully master these rigorous standards, all teachers will need to hone their skills in supporting academic language development and differentiating instruction for students with varying levels of English proficiency. State and district leaders stand to play a pivotal role in establishing language acquisition as a shared priority, and keeping the needs of ELLs at the center of professional development and school improvement agendas.

- ***Mc.Cleary v. State.*** Despite several years of deep cuts to education spending, the Washington Supreme Court's 2012 decision in *McCleary v. State* can be viewed as a chance to address opportunity gaps and bolster resources for ELLs in K-12 schools. According to this ruling, the legislature must fully fund the state's basic program of K-12 public education, even during a recession. Our interviewees expressed optimism about the new opportunities provided by the *McCleary* decision, but cautioned that recent education finance reform bills (HBs 2261 and 2776) do not go far enough to target resources for the most at-risk groups of students. If Washington's education leaders decide to leverage the *McCleary* decision to enhance support for the state's highest-need and lowest-performing students, they could dedicate a portion of these funds to ELL programs.

- ***DACA and prospects for federal immigration policy reform.*** DACA, along with the possible passage of comprehensive immigration reform legislation in Congress, holds the potential to dramatically improve young immigrants' education and career opportunities. These policy developments at the national level add fuel to state-level efforts to expand college access and financial aid opportunities for the population of "DREAMers" who came to the United States during childhood. For youth who lack a high school diploma, adult education programs represent the key to DACA eligibility, as well as the first step toward meeting the educational requirements of the proposed DREAM Act included in the Senate immigration bill (S. 744). The effects of these policies are expected to reverberate throughout Washington's educational institutions, as they provide a powerful incentive for unauthorized immigrant youth to remain in or return to school and pursue postsecondary degrees.

In sum, Washington State has the opportunity to build on its strong tradition of innovation and redouble its efforts to provide all of its youth — including immigrants, refugees, and ELLs — with the education, workforce training, and support needed to promote long-term success.

Works Cited

Adelman, Clifford. 1999. *Answers in the Toolbox: Academic Intensity, Attendance Patterns, and Bachelor's Degree Attainment*. Washington, DC: US Department of Education.

_____. 2006. *The Toolbox Revisited: Paths to Degree Completion from High School through College*. Washington, DC: US Department of Education.

Andreas, Michelle, Scott Copeland, and Lynette Anderson. 2012. *Opportunity Grant: Program Guidelines, 2012-2013*. Olympia, WA: SBCTC. www.sbctc.ctc.edu/college/studentsvcs/2012-13_Opportunity_Grant_Program_Guidelines_000.pdf.

Association for Career and Technical Education (ACTE). 2010. *What is "Career Ready"?* Alexandria, VA: Association for Career and Technical Education. https://www.acteonline.org/general.aspx?id=1964#.UWx2UqIp8xo.

Bailey, Thomas, Dong Wook Jeong, and Sung-Woo Cho. 2010. Referral, Enrollment, and Completion in Developmental Education Courses in Community Colleges. *Economics of Education Review* 29 (2): 255–70. www.sciencedirect.com/science/article/pii/S0272775709001071.

Batalova, Jeanne and Margie McHugh. 2010. Top 5 Languages Spoken by English Language Learners Nationally and by State. ELL Information Center Fact Sheet Series, No. 3, Migration Policy Institute, Washington, DC. www.migrationinformation.org/ellinfo/FactSheet_ELL3.pdf.

Batalova, Jeanne and Michael Fix. 2011. *Up for Grabs: The Gains and Prospects of First- and Second-Generation Young Adults.* Washington, DC: Migration Policy Institute. www.migrationpolicy.org/pubs/youngadults-upforgrabs.pdf.

Batalova, Jeanne and Michelle Mittelstadt. 2012. *Relief from Deportation: Demographic Profile of the DREAMers Potentially Eligible under the Deferred Action Policy.* Washington, DC: Migration Policy Institute. www.migrationpolicy.org/pubs/FS24_deferredaction.pdf.

Baum, Sandy and Jennifer Ma. 2011. *Trends in College Pricing: 2011*. Washington, DC: College Board Advocacy and Policy Center. http://static.usnews.com/documents/education/College_Pricing_2011.pdf.

Bitter, Catherine and Laura Golden. 2009. *Approaches to Promoting College Readiness for English Learners*. Washington, DC: American Institutes for Research. www.air.org/files/Knowledge_Capture_ELL_College_Readiness_04-12-2010.pdf.

Boser, Ulrich. 2011. *Teacher Diversity Matters: A State-by-State Analysis of Teachers of Color*. Washington, DC: Center for American Progress. www.americanprogress.org/wp-content/uploads/issues/2011/11/pdf/teacher_diversity.pdf.

Bureau of Business and Economic Research. Per Capita Personal Income by State, 1990 to 2011. http://bber.unm.edu/econ/us-pci.htm.

Burley, Mason and Matt Lemon. 2012. *State Need Grant: Student Profiles and Outcomes, Document No. 12-12-2301*. Olympia, WA: Washington State Institute for Public Policy. www.wsipp.wa.gov/rptfiles/12-12-2301.pdf.

Came, Deb and Lisa Ireland. 2012. *Graduation and Dropout Statistics Annual Report: 2010-11.* Olympia, WA: OSPI. www.k12.wa.us/DataAdmin/pubdocs/GradDropout/10-11/GradDropoutStats_2010-11.pdf.

Capps, Randy, Michael E. Fix, and Jeffrey S. Passel. 2002. *The Dispersal of Immigrants in the 1990s*. Washington, DC: The Urban Institute. www.urban.org/publications/410589.html.

Capps, Randy, Michael Fix, and Serena Yi-Ying Lin. 2010. *Still an Hourglass? Immigrant Workers in Middle-Skilled Jobs*. Washington, DC: Migration Policy Institute. www.migrationpolicy.org/pubs/sectoralbrief-Sept2010.pdf.

Carnevale, Anthony P., Nicole Smith, and Jeff Strohl. 2010. *Help Wanted: Projections of Jobs and Education Requirements through 2018 — State Level Analysis.* Washington, DC: Georgetown University Center on Education and the Workforce. www9.georgetown.edu/grad/gppi/hpi/cew/pdfs/State-LevelAnalysis-web.pdf.

Carroll, Daniel, Ruth M. Samardick, Scott Bernard, Susan Gabbard, and Trish Hernandez. 2005. Chapter 1: Birthplace, Employment Eligibility, and Migrant Types. In *Findings from the National Agricultural Workers Survey 2001-2002.* Washington, DC: US Department of Labor. www.doleta.gov/agworker/report9/chapter1.cfm#birthplace.

Center for Law and Social Policy. 2012. Eliminating 'Ability to Benefit' Student Aid Options Closes Door to College Credentials for Thousands and Undermines Innovation. Position Statement, Center for Law and Social Policy, March 2012. www.clasp.org/admin/site/documents/files/CLASP-AtB-one-pager.pdf.

Chu Clewell, Beatriz, Michael Puma, and Shannon McKay. 2001. *Does it Matter if my Teacher Looks Like Me? The Impact of Teacher Race and Ethnicity on Student Academic Achievement*. New York, NY: Ford Foundation.

City of Seattle, Office for Education. 2011. *2012-13 School Year Levy Plan Summaries for Schools Awarded RFIs.* Seattle, WA: City of Seattle, Office for Education. www.seattle.gov/neighborhoods/education/documents/2012SchoolRFIPlanSummaries.pdf.

College Board. Undated. In-State Tuition and Fees by State Sector, 2012-13 and 5-Year Percent Change. Accessed June 3, 2013. http://trends.collegeboard.org/college-pricing/figures-tables/state-tuition-and-fees-state-and-sector-2012-13-and-5-year-percentage-change.

College Success Foundation. Realize the Dream Scholarship. www.collegesuccessfoundation.org/page.aspx?pid=1204.

Common Core State Standards Initiative. In the States. www.corestandards.org/in-the-states.

Complete College America. 2012. *Remediation: Higher Education's Bridge to Nowhere.* Washington, DC: Complete College America. www.completecollege.org/docs/CCA-Remediation-final.pdf.

Conley, David T. 2011. *Redefining College Readiness*. Eugene, OR: Educational Policy Improvement Center. www.aypf.org/documents/RedefiningCollegeReadiness.pdf.

Contreras, Frances E. and Tom Stritikus. 2008. *Understanding Opportunities to Learn for Latinos in Washington State: Report Submitted to the Washington State Commission on Hispanic Affairs*. Seattle, WA: University of Washington. www.cha.wa.gov/?q=files/WALatinoAchievementGapReport.pdf.

Cruce, Ty M., Jillian L. Kinzie, Julie M. Williams, Carla L. Morelon, and Xingming Yu. 2005. The Relationships between First-Generation Status and Academic Self-Efficacy among Entering College Students. Paper presented at the annual meeting of the Association for the Study of Higher Education, Philadelphia, November 17-19, 2005. http://nsse.iub.edu/pdf/conference_presentations/2005/First-Generation%20Academic%20Self-Efficacy%20-%20ASHE.pdf.

Early College High School Initiative. What Are Early College High Schools? www.earlycolleges.org/overview.html#basics1.

Economic Opportunity Institute. 2012. *Washington State Budget 101*. Seattle, WA: Economic Opportunity Institute. www.eoionline.org/tax_reform/fact_sheets/WashingtonStateBudget101-Nov12.pdf.

Education Research and Data Center (ERDC). 2010. *Participation in Postsecondary Education: Washington State High School Graduates, 2008-09*. ERDC Research Brief 2010-05, Education Research and Data Center. www.erdc.wa.gov/briefs/pdf/201005.pdf.

Engle, Jennifer and Vincent Tinto. 2008. *Moving Beyond College Access: College Success for Low-income, First-generation Students*. Washington, DC: The Pell Institute. www.pellinstitute.org/downloads/publications-Moving_Beyond_Access_2008.pdf.

Flores, Stella M., Jeanne Batalova, and Michael Fix. 2012. *The Educational Trajectories of English Language Learners in Texas.* Washington, DC: Migration Policy Institute. www.migrationpolicy.org/pubs/TexasELLs.pdf.

Flores Ezeonu, Rolita. 2012. Promising Practices from Highline Community College. Powerpoint presentation delivered at National Council of La Raza Workforce Development Conference, Los Angeles, CA, October 2, 2012.

Gewertz, Catherine. 2009. Rules Allowing Extended Time on Graduation: Advocates Debate Effects of Change in Regulations. *Education Week,* March 31, 2009. www.all4ed.org/files/EdWeek_033109.pdf.

Hamilton, Phouang Sixiengmay. 2008. *Secondary Integrated Basic Education and Skills Training Program: Report to the Legislature*. Olympia, WA: OSPI.

Haynes, Mariana. 2012. *The Role of Language and Literacy in College- and Career-Ready Standards: Rethinking Policy and Practice in Support of English Language Learners*. Washington, DC: Alliance for Excellent Education. www.all4ed.org/files/LangAndLiteracyInStandardsELLs.pdf.

Hertz, Tom. 2006. *Understanding Mobility in America*. Washington, DC: Center for American Progress. www.americanprogress.org/wp-content/uploads/issues/2006/04/Hertz_MobilityAnalysis.pdf.

Highline Community College. 2012. *Gateway to College — Highline Community College: Annual Report, 2011-12 Academic Year*. Des Moines, WA: Highline Community College.

Hooker, Sarah and Betsy Brand. 2009. *Success at Every Step: How 23 Programs Support Youth on the Path to College and Beyond*. Washington, DC: American Youth Policy Forum. www.aypf.org/wp-content/uploads/2012/03/SuccessAtEveryStep.pdf.

Horowitz, Amanda Rose, Gabriela Uro, Ricki Price-Baugh, Candace Simon, Renata Uzzell, Sharon Lewis, and Michael Casserly. 2009. *Succeeding with English Language Learners: Lessons from the Great City Schools.* Washington, DC: The Council of the Great City Schools. www.cgcs.org/cms/lib/dc00001581/centricity/domain/4/ell_report09.pdf.

Hubert, Mike. 2011. *Dual Credit Programs, 2011*. Olympia, WA: OSPI. www.k12.wa.us/legisgov/2011documents/DualCreditProgramsDec11.pdf.

Ireland, Lisa. 2010. *Graduation and Dropout Statistics for Washington in 2009-10.* Olympia, WA: OSPI. www.k12.wa.us/DataAdmin/pubdocs/GradDropout/09-10/GraduationDropoutWashington2009-10.pdf.

Jenkins, Davis and Nancy Shulock. 2013. *Metrics, Dollars, and Systems Change: Learning from Washington State's Student Achievement Initiative to Design Effective Postsecondary Performance Funding Policies.* New York, NY: CCRC and the Institute for Higher Education Leadership and Policy. http://ccrc.tc.columbia.edu/media/k2/attachments/student-achievement-initiative-policy-brief.pdf.

Jenkins, David, Matthew Zeidenberg, and Gregory Kienzl. 2009. Educational Outcomes of I-BEST, Washington State Community and Technical College System's Integrated Basic Education and Skills Training Program: Findings from a Multivariate Analysis. Working Paper No. 16, Community College Research Center, Teacher's College, Columbia University. http://ccrc.tc.columbia.edu/publications/i-best-multivariate-analysis.html.

Jenkins, Davis, John Wachen, Colleen Moore, and Nancy Shulock. 2012. *Washington State Student Achievement Initiative Policy Study: Final Report*. New York, NY: The Community College Research Center (CCRC) and the Institute for Higher Education Leadership and Policy. http://ccrc.tc.columbia.edu/Publication.asp?UID=1162.

Justice, Kim, Michael Mitchell, Andy Nicolas, and Lori Pfingst. 2013. *A Paramount Duty: Funding Education for McCleary and Beyond.* Seattle, WA: Washington State Budget and Policy Center. http://budgetandpolicy.org/reports/a-parmount-duty-funding-education-for-mccleary-and-beyond/.

Lee, John Michael and Tafaya Ransom. 2011. *The Educational Experience of Young Men of Color: A Review of Research, Pathways and Progress.* New York, NY: College Board Advocacy and Policy Center. http://youngmenofcolor.collegeboard.org/sites/default/files/downloads/EEYMC-ResearchReport.pdf.

Lesmeister, Michele B. 2010. Teaching Adults to Read with Reading Apprenticeship. *Techniques: Connecting Education and Careers* 85 (2): 28–32.

Liebowitz, Marty and Judith Combes Taylor. 2004. *Breaking Through: Helping Low-Skilled Adults Enter and Succeed in College and Careers*. Boston, MA: Jobs for the Future and National Council for Workforce Education. www.breakingthroughcc.org/sites/default/files/BreakingThrough.pdf.

Malagon, Helen, Paul McCold, and Julie Hernandez. 2011. *Educating English Language Learners in Washington State, 2009-10.* Olympia, WA: OSPI. www.k12.wa.us/LegisGov/2011documents/EducatingEnglishLanguageLearners.pdf.

______. 2012. *Educating English Language Learners in Washington, 2011-12*. Olympia, WA: OSPI. www.k12.wa.us/MigrantBilingual/pubdocs/TBIPLegislativeReport2011-12.pdf.

Mayor's Blog, Seattle.gov. 2012. Mayor Announces Job Training Programs for Immigrant and Refugee Youth and Their Families. April 12. http://mayormcginn.seattle.gov/mayor-announces-grant-awards-for-innovative-job-training-for-immigrantrefugee-youth-and-their-families/.

McCleary, et ux., et al. v. State of Washington, WA Sup. Ct, 84362-7. Filed January 5, 2012. www.courts.wa.gov/opinions/pdf/843627.opn.pdf.

Mechur Karp, Melinda, Juan Carlos Calcagno, Katherine L. Hughes, Dong Wook Jeong, and Thomas R. Bailey. 2007. *The Postsecondary Achievement of Participants in Dual Enrollment: An Analysis of Student Outcomes in Two States*. New York, NY: The National Research Center for Career and Technical Education. http://ccrc.tc.columbia.edu/publications/dual-enrollment-student-outcomes.html.

Migration Policy Institute Data Hub. States Ranked by Percent Change in the Foreign-Born Population: 1990, 2000, 2010, and 2011. www.migrationinformation.org/datahub/acscensus.cfm#rankings.

______. States Ranked by Percent Foreign Born: 1990, 2000, 2010, and 2011. www.migrationinformation.org/datahub/acscensus.cfm#rankings.

Mullin, Christopher M. 2012. Why Access Matters: The Community College Student Body. Policy Brief 2012-01PBL, American Association of Community Colleges. www.aacc.nche.edu/Publications/Briefs/Documents/PB_AccessMatters.pdf.

National Center for Education Statistics (NCES). 2006. Profile of Undergraduates in US Postsecondary Education Institutions: 2003-04, with a Special Analysis of Community College Students. As cited in Robert T. Teranishi, Carola Suárez-Orozco, and Marcelo Suárez-Orozco. 2011. Immigrants in Community Colleges. *The Future of Children* 21 (1): 153–65.

______. 2012. NAEP 2011 Mathematics Assessment. http://nces.ed.gov/nationsreportcard/.

______. 2012. NAEP 2011 Reading Assessment. http://nces.ed.gov/nationsreportcard/.

_____. National Assessment of Educational Progress (NAEP) — How Results are Reported. http://nces.ed.gov/nationsreportcard/about/nathowreport.asp.

National Research Council. 2012. *Improving Adult Literacy Instruction: Options for Practice and Research.* Washington, DC: The National Academies Press. http://books.nap.edu/catalog.php?record_id=13242#toc.

Network for Excellence in Washington Schools. 2012. *Summary of Supreme Court's McCleary v. State Decision*. Federal Way, WA: Network for Excellence in Washington Schools. http://waschoolexcellence.org/cms/wp-content/uploads/mccleary-two-page-summary-2-7-12.pdf

Next Generation Science Standards. Lead State Partners. www.nextgenscience.org/lead-state-partners.

Nishi, Jill. 2012. Adult English Language Learner (ELL) Technology Special Initiative. Powerpoint presentation, Bill & Melinda Gates Foundation, Seattle, WA, July 2012.

Norouzi, Roxana and Jennifer Anderson LaRue. 2012. *Breaking Down Education Barriers: Lessons from Immigrant Youth and Families in South King County.* Seattle, WA: OneAmerica and the Road Map Project. www.weareoneamerica.org/sites/weareoneamerica.org/files/BreakingDownEducationBarriersReport.pdf.

O'Connor, Noga, Floyd M. Hammack, and Marc A. Scott. 2010. Social Capital, Financial Knowledge, and Hispanic Student College Choices. *Research in Higher Education* 51 (3): 195–219.

Office of Planning and Budgeting at the University of Washington. 2012. *Ten-Year History of Tuition and Mandatory Fees: Full Time Rate Only*. Seattle, WA: Office of Planning and Budgeting at the University of Washington. http://opb.washington.edu/sites/default/files/opb/Tuition/2011-12/2011-12%20Tuition%20and%20Fee%20History.pdf.

Office of the Superintendent of Public Instruction (OSPI). 2000. Washington State Report Card, 1999-00. Olympia, WA: OSPI. http://reportcard.ospi.k12.wa.us/summary.aspx?year=1999-00.

_____. 2003. October Enrollment Report, 2002-2003. www.k12.wa.us/dataadmin/pubdocs/p105/FALL02P105A032703.xls.

_____. 2007. *A Call for Equity and Excellence for English Language Learners in Washington State*. Olympia, WA: OSPI. www.k12.wa.us/MigrantBilingual/pubdocs/BEACPositionPaper2011.pdf.

_____. 2010. *Personnel by Major Position and Ethnicity for School Year 2009-2010*. Olympia: OSPI. www.k12.wa.us/DataAdmin/pubdocs/personnel/positionandethnicity0910.pdf.

_____. 2011. October Enrollment Report, 2011-2012. www.k12.wa.us/DataAdmin/pubdocs/P105/Oct3_StateLevel_20120823.xls.

_____. 2011. Washington State Report Card, 2010-11. Olympia, WA: OSPI. http://reportcard.ospi.k12.wa.us/summary.aspx?year=2010-11.

_____. 2012. High School Dual Credit Participation Summary, 2011-2012. http://reportcard.ospi.k12.wa.us/DualCredit.aspx?year=2011-12

_____. 2012. October Federal & State Ethnicity/Race Enrollment Reports by Aggregate Level: Data as of 08/23/2012. www.k12.wa.us/dataadmin/GenderEthnicity.aspx.

_____. 2012. Washington State Report Card, 2011-12. Olympia, WA: OSPI. http://reportcard.ospi.k12.wa.us/summary.aspx?year=2011-12.

_____. Testing Students in Washington State. www.k12.wa.us/assessment/StateTesting/default.aspx.

Olsen, Laurie. 2010. *Reparable Harm: Fulfilling the Unkept Promise of Educational Opportunity for California's English Learners*. Long Beach, CA: Californians Together. www.californianstogether.org/docs/download.aspx?fileId=227.

Papademetriou, Demetrios G., Madeleine Sumption, and Aaron Terrazas. 2010. *Migration and Immigrants Two Years after the Financial Collapse: Where Do We Stand?* Washington, DC: Migration Policy Institute. www.migrationpolicy.org/pubs/mpi-bbcreport-2010.pdf.

Pompa, Delia and Kenji Hakuta. 2012. *Opportunities for Policy Advancement for ELLs Created by the New Standards Movement*. Palo Alto, CA: Stanford University.

______. 2012. Opportunities for Policy Advancement for ELLs Created by the New Standards Movement. Paper presented at the Understanding Language Conference, Stanford University, California, January 13 -14, 2012. www.sccoe.com/depts/ell/accountability/13thannual/11_KenjiUL%20Stanford%20Final%205-9-12%20w%20cover.pdf#page=135.

Pearson. About Sheltered Instruction Observation Protocol — SIOP. http://siop.pearson.com/about-siop/.

Prince, David and Davis Jenkins. 2005. *Building Pathways for Low-Skill Adult Students: Lessons for Community College Policy and Practice from a Longitudinal Student Tracking Study (The "Tipping Point" Research).* Olympia, WA: SBCTC. www.sbctc.edu/docs/data/research_reports/resh_06-2_tipping_point.pdf.

Prince, David and Deborah Stephens. 2009. *Access and Success for People of Color in Washington Community and Technical Colleges: Progress Report.* Olympia, WA: SBCTC. www.sbctc.ctc.edu/docs/data/research_reports/resh09-2_students_of_color.pdf.

Prince, David and Michelle Andreas. 2010. *What Well-Prepared Transfer Students Tell us about Barriers to Transfer*. Olympia, WA: SBCTC. www.sbctc.ctc.edu/college/education/resh_rpt_10_1_transfer_non_transfer_students.pdf.

Quality Education Council (QEC). 2012. *Report to the 2012 Legislature*. Olympia, WA: QEC. www.k12.wa.us/LegisGov/2012documents/QEC2012.pdf.

______. 2013. *Report to the 2013 Legislature*. Olympia, WA: QEC. www.k12.wa.us/LegisGov/2013documents/QEC2013Report.pdf.

Pleasants, Rachel. 2011. *Building Integrated Pathways to Sustainable Careers: An Introduction to the Accelerating Opportunity Initiative*. Boston, MA: Accelerating Opportunity and Jobs for the Future. www.jff.org/sites/default/files/AO_BuidlingIntegratedPathways_080811.pdf.

Renton Technical College. 2011. *Achieving the Dream Leader College Application*. Renton, WA: Renton Technical College.

Road Map District Consortium. 2012. *Race to the Top — District Application.* Seattle, WA: Road Map District Consortium, October 29. www.roadmapproject.org/wp-content/uploads/2012/12/12-13-Road-Map-District-Consortium-Application.pdf.

______. 2012. *Race to the Top Fact Sheet*. Seattle, WA: Road Map District Consortium. www.roadmapproject.org/wp-content/uploads/2013/01/revised-RTTD-one-pager.pdf.

Road Map Project, The. 2011. *The Road Map Project Baseline Report: Sparking Collective Action from Cradle to College & Career.* Seattle, WA: The Road Map Project. www.roadmapproject.org/wp-content/uploads/2012/07/The_Road_Map_Project_Baseline_Report_2011.pdf.

Roderick, Melissa, Vanessa Coca, Jenny Nagaoka, and Eliza Moeller. 2008. *From High School to the Future: Potholes on the Road to College.* Chicago, IL: Consortium on Chicago School Research at the University of Chicago. http://ccsr.uchicago.edu/downloads/1835ccsr_potholes_summary.pdf.

Rosenbaum, James E. 2011. The Complexities of College for All: Beyond Fairy-tale Dreams. *Sociology of Education* 84 (2): 113–17.

Sáenz, Victor B. and Luis Ponjuan. 2011. *Men of Color: Ensuring the Academic Success of Latino Males in Higher Education*. Washington, DC: Institute for Higher Education Policy. www.ihep.org/assets/files/publications/m-r/(Brief)_Men_of_Color_Latinos.pdf.

Samson, Jennifer F. and Brian A. Collins. 2012. *Preparing All Teachers to Meet the Needs of English Language Learners.* Washington, DC: Center for American Progress. www.americanprogress.org/wp-content/uploads/issues/2012/04/pdf/ell_report.pdf.

Santos, Maria, Linda Darling-Hammond, and Tina Cheuk. 2012. Teacher Development to Support English Language Learners in the Context of Common Core State Standards. Paper presented at the Understanding Language Conference, Stanford University, California. http://ell.stanford.edu/sites/default/files/pdf/academic-papers/10-Santos%20LDH%20Teacher%20Development%20FINAL.pdf.

Seattle Human Services Department. Job Readiness Training Program for Immigrant Youth and Families. www.seattle.gov/humanservices/youth/jobreadiness.htm.

Seattle Public Schools. 2010. *Secondary Bilingual Orientation Center Redesign Project Update*. Seattle, WA: Seattle Public Schools. www.seattleschools.org/modules/groups/homepagefiles/cms/1583136/File/area/board/09-10agendas/031710agenda/sbocpresentation.pdf.

_____. 2010. Secondary Bilingual Orientation Center/ World School Program Delivery Model Proposal. Seattle Public Schools, Seattle, WA, May 17.

Short, Deborah J. and Beverly A. Boyson. 2012. *Helping Newcomer Students Succeed in Secondary Schools and Beyond*. Washington, DC: Center for Applied Linguistics. http://carnegie.org/fileadmin/Media/Publications/Reporter/23/helping-newcomer-students-succeed-in-secondary-schools-and-beyond.pdf.

Short, Deborah J. and Shannon Fitzsimmons. 2007. *Double the Work: Challenges and Solutions to Acquiring Language and Academic Literacy for Adolescent English Language Learners.* Washington, DC: Alliance for Excellent Education. www.all4ed.org/files/DoubleWork.pdf.

Spaulding, Shelly, Barbara Carolino, and Kali-Ahset Amen. 2004. *Immigrant Students and Secondary School Reform: Compendium of Best Practices*. Washington, DC: Council of Chief School Officers. www.eric.ed.gov/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_&ERICExtSearch_SearchValue_0=ED484705&ERICExtSearch_SearchType_0=no&accno=ED484705.

Staklis, Sandra and Laura Horn. 2012. *New Americans in Postsecondary Education: A Profile of Immigrant and Second-Generation American Undergraduates.* Washington, DC: US Department of Education National Center for Education Statistics (NCES). http://nces.ed.gov/pubs2012/2012213.pdf.

Stern, Paul, Kirby Pitman, and Dave Pavelchek. 2009. *The Role of Transfer in the Attainment of Bachelor's Degrees at Washington Public Baccalaureate Institutions, Class of 2006*. Olympia, WA: Social and Economic Sciences Research Center, Puget Sound Division, Washington State University. www.hecb.wa.gov/sites/default/files/HECBTransferStudyFINAL.pdf.

Stratford, Michael. 2012. For Those without High-School Diplomas, Federal Student Aid Comes to an End. *The Chronicle of Higher Education*, June 25, 2012, as reposted on *SBCTC News Links* (blog). http://sbctcnewslinks.blogspot.com/2012/06/news-links-june-25-2012.html.

Swanson, Joni. 2008. *An Analysis of the Impacts of High School Dual Enrollment Course Participation on Post-Secondary Academic Success, Persistence and Degree Completion.* Iowa City, IA: The University of Iowa, College of Education. http://nacep.org/wp-content/uploads/2010/02/2008_joni_swanson_summary.pdf.

Téllez, Kip and Hersh C. Waxman. 2005. *Quality Teachers for English Learners.* Philadelphia, PA: Laboratory for Student Success, the Mid-Atlantic Regional Educational Laboratory, Temple University. www.eric.ed.gov/ERICWebPortal/search/detailmini.jsp?_nfpb=true&_&ERICExtSearch_SearchValue_0=ED484732&ERICExtSearch_SearchType_0=no&accno=ED484732.

Tornatzky, Louis G., Richard Cutler, and Jongho Lee. 2002. *College Knowledge: What Latino Parents Need to Know and Why They Don't Know It.* Los Angeles, CA: Tomas Rivera Policy Institute. www.eric.ed.gov/ERICWebPortal/detail?accno=ED469295.

Tseng, Vivian. 2004. Family Interdependence and Academic Adjustment in College: Youth from Immigrant and U.S.-Born Families. *Child Development* 75 (3): 966–83.

US Bureau of Labor Statistics (BLS). 2012. Table A-4. Employment Status of the Civilian Population 25 Years and Over by Educational Attainment. Economic News Release, November 2, 2012. www.bls.gov/news.release/empsit.t04.htm.

US Census Bureau. Various years. American Community Survey. www.census.gov/acs/www/.

______. Various years. Current Population Survey, Annual Social and Economic Supplement. www.census.gov/hhes/www/poverty/publications/pubs-cps.html.

US Citizenship and Immigration Services (USCIS). Consideration of Deferred Action for Childhood Arrivals Process. www.uscis.gov/childhoodarrivals.

US Department of Education. Civil Rights Data Collection. http://ocrdata.ed.gov/flex/Reports.aspx?type=school.

US Department of Education. Definition of Hispanic-Serving Institutions. www2.ed.gov/programs/idueshsi/definition.html.

______. Developing Hispanic- Serving Institutions Program. www2.ed.gov/programs/idueshsi/index.html.

US Department of Education, Office of Vocational and Adult Education (OVAE). Washington, 2010 Program Year, Table 3. Participants by Program Type and Age, NRS Data from 2010-2011. *National Reporting System*. http://wdcrobcolp01.ed.gov/CFAPPS/OVAE/NRS/login.cfm.

US Office of Refugee Resettlement (ORR). School Impact Grants. www.acf.hhs.gov/programs/orr/resource/schoold-impact-grants.

______. Numbers of Refugee Children Ages 5-18 by State for FY 2009-FY 2011. *School Impact*. http://archive.acf.hhs.gov/programs/orr/programs/ref_school_impact.htm.

US Senate. *Border Security, Economic Opportunity, and Immigration Modernization Act* (S 744). 113th Cong., 1st sess. *Congressional Record* 159, no. 51: S 2683.

Wachen, John, Davis Jenkins, and Michelle Van Noy. 2011. Integrating Basic Skills and Career-Technical Instruction: Findings from a Field Study of Washington State's I-BEST Model. *Community College Review* 39 (2): 136–59.

Wachen, John, Davis Jenkins, Clive Belfield, and Michelle Van Noy. 2012. *Contextualized College Transition Strategies for Adult Basic Skills Students: Learning from Washington State's I-BEST Program Model.* New York, NY: CCRC, Teacher's College, Columbia University. www.sbctc.edu/college/abepds/ibest_ccrc_report_december2012.pdf.

Walqui, Aida, Nanette Koelsch, Leslie Hamburger, Donna Gaarder, Alex Insaurralde, Mary Schmida, and Steven Weiss. 2010. *What Are We Doing to Middle School English Learners? Findings and Recommendations for Change from a Study of California EL Programs.* San Francisco: WestEd. www.wested.org/online_pubs/PD-10-02-full.pdf.

Washington Education Research and Data Center. 2010. *Participation in Postsecondary Education: Washington State High School Graduates, 2008-09.* Olympia, WA: Washington Education Research and Data Center. www.erdc.wa.gov/briefs/pdf/201005.pdf.

Washington Higher Education Coordinating Board. 2012. *College Bound Scholarship: Supporting and Preparing for the First Class*. Olympia, WA: Washington Higher Education Coordinating Board. www.wsac.wa.gov/sites/default/files/CBS2012-WorkshopPresentation.pdf.

_____. 2012. *Key Facts about Higher Education in Washington*. Olympia, WA: Washington Higher Education Coordinating Board. www.hecb.wa.gov/sites/default/files/KeyFacts2012.pdf.

Washington Office of Financial Management. K-12 Education Expenditures per $1,000 Personal Income. www.ofm.wa.gov/trends/revenue/fig510.asp.

Washington Professional Educator Standards Board (PESB). 2010. University of Washington-Seattle-Teacher. http://program.pesb.wa.gov/review/site-visits/reports/university-of-washington-seattle/2010/teacher.

_____. 2010. University of Washington-Seattle-Principal/Program Administrator. http://program.pesb.wa.gov/review/site-visits/reports/university-of-washington-seattle/2010/principal-program-administrator.

_____. 2011. 2011-2012 Educator Retooling Program. www.pesb.wa.gov/pesb-programs/scholarships/retooling.

Washington State Board for Community and Technical Colleges (SBCTC). 2011. Enrollments. In *2011 Fall Quarter Enrollment and Staffing Report*. Olympia, WA: SBCTC. www.sbctc.edu/college/studentsvcs/2enrol_11.pdf.

_____. 2011. Students Served: Gender and Demographics. In *2011 Fall Quarter Enrollment and Staffing Report*. Olympia, WA: SBCTC. www.sbctc.edu/college/studentsvcs/3serve_11.pdf.

_____. 2012. *2011-12 Academic Year Report.* Olympia, WA: SBCTC. www.sbctc.edu/college/studentsvcs/0entire_report_1112_03_01.pdf.

_____. 2012. *2012 I-BEST Review: Lessons Being Learned from Traditional Programs and New Innovations: Next Steps and Issues for Scaling Up*. Olympia, WA: SBCTC. www.sbctc.ctc.edu/college/education/resh_rpt_12_1_ibest_review_000.pdf.

_____. 2012. *$3.5 Million Grant Aims to Increase Digital, Career, and College-readiness Skills of Adult English Learners.* Olympia, WA: SBCTC. www.sbctc.ctc.edu/general/documents/2012_12_06_I-DEA_grant_final.pdf.

_____. 2012. Enrollments. In *Academic Year Report, 2011-12*. Olympia, WA: SBCTC. www.sbctc.edu/college/studentsvcs/2enroll_1112.pdf.

_____. 2012. *I-BEST Fact Sheet*. Olympia, WA: SBCTC. www.sbctc.edu/college/abepds/WEB_IBESTone-pager_11.5.12.pdf.

_____. 2012. *Opportunity Grant Enrollments, Academic Year: 2011-12.* Olympia, WA: SBCTC. www.sbctc.ctc.edu/college/studentsvcs/opportunity_grant2011-12_compiled.pdf.

_____. 2012. Selected Programs. In *2011-12 Academic Year Report.* Olympia, WA: SBCTC. ww.sbctc.edu/college/studentsvcs/3programs_1112.pdf.

_____. 2013. *Investments in I-BEST Programs: A Cost Benefit to Students and Society.* Olympia, WA: SBCTC. www.sbctc.edu/college/abepds/I-BESTROIfinal-JK.docx.

_____. I-BEST for Developmental Education: Program Summaries. www.sbctc.ctc.edu/college/_e-ibest4developmentaled.aspx.

_____. Student Achievement Initiative. www.sbctc.edu/college/e_studentachievement.aspx.

_____. Washington Community College Tuition and Fee Rates. www.sbctc.edu/college/finance/2012-13TuitionandFeesCombined.pdf.

Washington State Board of Education. 2012. *World Language Proficiency FAQ*. Olympia, WA: The Washington State of Board Education. www.sbe.wa.gov/documents/FAQ%20World%20Language%20Proficiency.pdf.

Washington State Legislature. House. *House Bill 1817*. 63rd Legislature. (February 11, 2013): H-1243.1. http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/House%20Bills/1817.pdf.

Washington Student Achievement Council. Tuition and Other College Costs. www.wsac.wa.gov/PayingForCollege/TuitionCosts

Workforce Training and Education Coordinating Board. 2008. *Workforce Training Results Report: Adult Basic Skills Education/ English as a Second Language (ABE/ESL).* Olympia, WA: Workforce Training and Education Coordinating Board. www.wtb.wa.gov/Documents/WTR_AdultBasicEducation.pdf.

_____. 2010. *Wanted: Work Experience for Young Adults: A Report to the Washington Legislature*. Olympia, WA: Workforce Training and Education Coordinating Board. www.wtb.wa.gov/Documents/WantedWorkExperienceforYoungAdults.pdf.

About the Authors

Sarah Hooker is a Policy Analyst at the Migration Policy Institute's National Center on Immigrant Integration Policy, where she focuses on research and policy analysis related to education, workforce development, and language acquisition. She manages MPI's field-based research on efforts to promote the high school completion, postsecondary success, and economic advancement of English Language Learners (ELLs) and immigrant youth.

Prior to joining MPI, she worked with the American Youth Policy Forum on issues and policies related to college- and career readiness, education access, and success for students from under-represented groups. She focused on the education of ELLs and facilitated the dissemination of research and policy recommendations for better serving this population.

Ms. Hooker holds a master's degree from the University of Chicago's School of Social Service Administration. While in graduate school, she provided capacity-building support to the National Alliance of Latin American and Caribbean Communities. Prior to her work in Chicago, she developed a program to reconnect homeless parents with opportunities for continuing education and occupational training in Los Angeles. She earned a bachelor of the arts degree in Latin American studies from Pomona College in Claremont, CA.

Margie McHugh is Co-Director of MPI's National Center on Immigrant Integration Policy, which provides in-depth research, policy analysis, technical assistance, training, leadership development, and information resource services on a broad range of immigrant integration issues.

Prior to joining MPI, Ms. McHugh served for 15 years as Executive Director of The New York Immigration Coalition, an umbrella organization for over 150 groups in New York that uses research, policy development, and community mobilization efforts to achieve landmark integration policy and program initiatives. During her time with NYIC, Ms. McHugh oversaw research, writing, and publication of over a dozen reports dealing with issues such as the quality of education services provided to immigrant students in New York's schools, the lack of availability of English classes for adult immigrants, the voting behavior of foreign-born citizens, and barriers faced by immigrants seeking to access health and mental health services.

Prior to joining NYIC, Ms. McHugh served as Deputy Director of New York City's 1990 Census Project and as Executive Assistant to New York Mayor Ed Koch's chief of staff. She is the recipient of dozens of awards recognizing her efforts to bring diverse constituencies together and tackle tough problems, including the prestigious *Leadership for a Changing World* award. She has served as a member and officer on the boards of directors for both the National Immigration Forum and Working Today; on the editorial board of *Migration World Magazine;* and has held appointive positions in a variety of New York city and state commissions, most notably the Commission on the Future of the City University of New York and the New York Workers' Rights Board.

Michael Fix is Senior Vice President and Director of Studies at MPI, as well as Co-Director of MPI's National Center on Immigrant Integration Policy. His work focuses on immigrant integration, citizenship policy, immigrant children and families, the education of immigrant students, the effect of welfare reform on immigrants, and the impact of immigrants on the US labor force.

Mr. Fix, who is an attorney, previously was at the Urban Institute, where he directed the Immigration Studies Program (1998-2004). His research there focused on immigrants and integration, regulatory reform, federalism, race, and the measurement of discrimination.

Mr. Fix also serves on the Foundation Board of Migration Policy Institute Europe, a Brussels-based non-profit, independent research institute that aims to promote a better understanding of migration trends and effects within Europe. And he is a Research Fellow with IZA in Bonn, Germany. He served on the National Academy of Sciences' Committee on the Redesign of US Naturalization Tests. In 2005, Mr. Fix was a New Millennium Distinguished Visiting Scholar at Columbia University's School of Social Work.

Mr. Fix received a JD from the University of Virginia and a bachelor of the arts degree from Princeton University. He did additional graduate work at the London School of Economics.

Randy Capps is a demographer and Senior Policy Analyst with MPI's National Center on Immigrant Integration Policy. His areas of expertise include immigration trends, the unauthorized population, immigrants in the US labor force, and children of immigrants.

Dr. Capps has published widely on immigrant integration at the state and local level, including profiles of immigrant populations in Arkansas, Connecticut, and Maryland, as well as Los Angeles, Washington, DC, Louisville, KY, and Napa County, CA.

Prior to joining MPI, Dr. Capps was a researcher in the Immigration Studies Program at the Urban Institute (1993-96, and 2000-08).

Dr. Capps received his PhD in sociology from the University of Texas in 1999 and his master of public affairs degree, also from the University of Texas, in 1992.

The Migration Policy Institute is a nonprofit, nonpartisan think tank dedicated to the study of the movement of people worldwide. MPI provides analysis, development, and evaluation of migration and refugee policies at the local, national, and international levels. It aims to meet the rising demand for pragmatic and thoughtful responses to the challenges and opportunities that large-scale migration, whether voluntary or forced, presents to communities and institutions in an increasingly integrated world.

www.migrationpolicy.org

1400 16th Street NW
Suite 300
Washington, DC 20036

Tel: 001 202-266-1940
Fax: 001 202-266-1900