Linking Immigrant Families to Early Childhood Education (LIFE)

Driving Equitable Access to Pre-K and 3-K and Empowering New York City's Immigrant Families with Young Children



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Findings and Recommendations from the LIFE Project's Inaugural Year 2018



here are 142,000 3- and 4-year old children in immigrant families across New York City.¹ In spite of the demonstrated developmental, linguistic, and cognitive benefits of high quality early childhood services, immigrant families are less likely to enroll their children in pre-K than their peers with parents born in the United States.² To address this critical issue, in December 2017, the New York Immigration Coalition launched a new multi-ethnic, collaborative initiative — the LIFE Project — to help immigrant families with young children access New York City's Pre-K and 3-K programs. The LIFE Project aims to increase — over the short and long terms — immigrant families' access to quality Pre-K and 3-K programs by supporting enrollment of eligible children now and by lifting up opportunities to make early childhood systems more responsive over time.

In its first year, the LIFE Project informed more than 20,000 immigrant community members about Pre-K and 3-K, supported more than 100 so-called "hard-to-reach" immigrant families in applying to Pre-K and 3-K, and successfully enrolled 87 of these families. **More than 2 out of 3 families who completed an application reported that they would not have been able to apply without the LIFE Project partner's support.** In addition, nearly 2 out of 3 families who applied to Pre-K or 3-K reported that they had not heard about these programs before LIFE groups provided this information. Enrollment data is outlined below.

¹ Based on Migration Policy Institute's tabulation of the U.S. Census Bureau's pooled 2011-2015 American Community Surveys (ACS)

² https://www.migrationpolicy.org/sites/default/files/publications/Crosnoe-FINAL.pdf

OVERVIEW OF PROJECT

After collaborating with the New York City Department of Education (DOE) to identify communities where deep outreach would be most impactful, the NYIC convened and has supported four grassroots immigrant CBO member groups — LSA Family Health Service (East Harlem), Masa (South Bronx), Fifth Avenue Committee (Sunset Park) and Cidadão Global (Queens). Following training on enrollment by the DOE's outreach team, these groups have conducted deep, widespread outreach to immigrant families to raise awareness of Pre-K and 3-K programs. LIFE Project community based organizations have provided intensive, one-on-one comprehensive support to immigrant families often characterized as "hard-to-reach" to take them through the application and enrollment process, studying the opportunities and challenges families face along the way. The DOE's extensive outreach efforts are indispensable in reaching large numbers of families. The LIFE Project is both a critical complement to the DOE's current efforts and also a laboratory for identifying successful tactics that can support immigrant families more broadly across the system.

LIFE Project partners have worked intensively to support families in their communities through the application and enrollment process. They conducted workshops to share information about Pre-K and 3-K and the education system in the United States, called and met with families oneon-one to explain programs, held workshops to assist families in creating email accounts and developing familiarity with using computers to access email so that they could complete online applications (both for early childhood programs and to prepare them for applying for later grades), took families to visit local programs, held clinics to support families in completing individual applications, and supported and troubleshooted after families received their offer letters or were put on wait lists.

This report provides an overview of findings and recommendations from this grassroots work, drawn from groups' extensive one-on-one engagement with families and qualitative analysis of barriers families represented. Given that the LIFE Project is focused on New York City, the report's findings are specific to New York City as well. However, this Project and the public-private collaboration it grew from is a foundational model that other districts, in partnership with their grassroots immigrant groups, can implement to increase equitable access to public preschool programs.

FINDINGS

These findings are presented as part of this fruitful DOE partnership, which has proven to be a model of community collaboration to support access to quality education programs in New York City. Findings represent the Project's engagement across Latin American, Chinese and Brazilian communities. Approximately 20% of families served in the project's inaugural year speak an indigenous language. Families had an average of 2 children per household.

What's Important to Families

LIFE Project groups found that nearly 100% of families cared deeply about the opportunity to give their children a quality education — it was often the primary reason driving families' decision to migrate to the U.S. Immigrant families served were looking for a few key things:

- Quality programs with cultural and linguistic competency being a fundamental component of quality;
- Programs located in their community and workable with dropping older children at school;
- An opportunity to apply, enroll and participate without opening the family to any risk they perceived associated with having family members of mixed immigration status.

Access

 $\not/$ In total, 83% of applications submitted through the project yielded enrollments.

Pre-K:

/ In Sunset Park, 100% of the families who applied to Pre-K enrolled.

/ In the South Bronx, 83% of the families who applied for Pre-K enrolled.

/ In East Harlem, 71% of the families who applied for Pre-K enrolled.

🖉 3-K³

/ In the South Bronx, 71% of families who applied for 3-K enrolled.

/ In East Harlem, 90% of the families who applied for 3-K enrolled.

- Of families applying for either Pre-K or 3-K in East Harlem, 75% enrolled in 3-K, underlining the tremendous interest in this new program.
- The LIFE Project played a critical role in empowering East Harlem families to overcome challenges and get to enrollment. 50% of families who applied for 3-K did not get a seat offer when offers were initially made, also underscoring the strong interest in the program.
- / 3-K is not yet available in Sunset Park.

A fundamental principle underlined by the LIFE Project is that each community in New York City is distinct with distinct assets and needs. Regarding outreach, approaches like general information sessions (even when language access is provided) and advertisements, approaches that are successful in reaching some communities, are not effective on their own in empowering immigrant communities. Even within immigrant communities where LIFE Project partners worked, partners deployed a range of strategies to empower families.

Likewise, while most immigrant families were interested in learning about Pre-K and 3-K options and the vast majority enrolled per the data above, the City must continue to build a system that offers a range of options for families to ensure that they are able to find what works best for them.

³ Children are guaranteed a Pre-K offer, but not a 3-K offer.

KEY BARRIERS TO ENROLLMENT

Immigration Status-Related Concerns

Of families encountered through this project, approximately 95% had concerns related to immigration status. This proved to be one of the primary barriers families faced with enrollment and causes tremendous strain on families. This deep anxiety related to immigration status prompted families to question whether it was safe to apply at all. These concerns stem from the poisonous national dialogue about immigrants and federal policy changes such as separating immigrant families through increased deportation and as families crossed the southern border seeking asylum. It is critical to note that this issue was unmasked only because the LIFE Project groups have the trust of their community members. Immigrant families, particularly in this climate of persecution, will only reveal such sensitive information to those they know and perceive as on their side. This trust and lack of connection to the government is a critical advantage that the LIFE Project groups have had versus other teams also doing important, good work to support enrollment in early childhood programs.⁴

LIFE Project groups fielded many questions from families about concerns that were keeping them from feeling confident applying. The key issue for families raising status-related concerns was turning over personal information. There was additional concern related to ICE access to schools.

Critically, any child, regardless of immigration status, can attend Pre-K and 3-K.⁵ However, additional steps must be taken to ensure that questions around status never come up in the context of any New York City early childhood program. This is particularly important given the current climate of anxiety.

Programs in public schools were perceived as safer options given that they do not ask for information like income in order for a family to enroll. This was noteworthy, given that CBOs are generally seen as less connected to the government than public schools, and of particular concern given the cultural and linguistic competence that often resides in CBO-run programs. However, in this climate, where longstanding norms are being violated — such as taking nursing babies from their mothers — there is no way anything can be promised as completely 100% safe and the LIFE Project groups spent substantial time with families to help them understand how the process worked and what happened to information that they shared.

This issue was particularly prominent with Latinx communities. Concerns about status vary depending on status-related opportunities (like access to Temporary Protected Status, for example). However, the federal policy landscape has changed so dramatically that even communities that have historically had fewer status-related concerns have seen substantial increases anxiety as protections like Temporary Protected Status are being terminated in an unprecedented fashion.

One parent in the South Bronx plainly stated it: "Trust is a big problem in our community. People fear giving personal information. Where does this information go?" When asked about how parents can be supported, the parent felt that more capacity among organizations like Masa are really important to help parents with these fears.

⁴ Families' experiences in their home countries, including persecution by the government, can create fear of engaging with government institutions here.

⁵ https://www1.nyc.gov/site/acs/early-care/eligibility.page

Complexities Navigating the System

The majority of immigrant families served were very interested in supporting their children's development and needed additional information and support in order to be empowered to navigate a school system that they did not grow up within. Many families lacked similar programs in their home countries. Essential strategies for empowering parents to apply included one-on-one, strengths-based conversations that: met parents where they were; recognized parents' hopes for their children and values; acknowledged parents' own educational background and experience of the education system here; and connected with points of reference from their home countries. Ongoing support to guide parents at each key milestone in the process was also essential, particularly when their first choice school or program was not available.

Groups supported parents by helping remove barriers from understanding topics like where and how to find information on the programs and what the programs are like for the children and families who enroll, as well as identifying which programs would be good options for them. To a lesser degree, cultural norms related to who should be caring for children in these younger years were a factor.

Another benefit of the LIFE Project partners' individualized approach was that parents learned the enrollment process and about the school system overall, better preparing them to go through the application process again in the future. They were also able to support parents in identifying quality programs by referring them to resources and sharing their own knowledge as seasoned community leaders. In general, parents were very concerned about quality and safety. Families trusted the LIFE Project partners when they recommended a program even when the parent wasn't personally familiar with it.

More cookie-cutter approaches like advertisements are not effective strategies to empowering parents with information in communities served by the LIFE Project. Many parents did not know what Pre-K or 3-K were when they saw the programs on advertisements or posters, could not tell the difference between these programs, and did not know that their children were eligible for these programs given their children's ages.

The available information online and in the directory was not completely discernable to this mother. She was solely familiar with the Pre-K centers in her immediate surroundings operated by a Chinese speaking organization — many of which had limited space. Other centers did not specify their amenities in the directory but required additional inquiry — something which further confused the parent. The LIFE Project team helped to interpret the various choices for the mother and to help her consider new options.

Once LIFE Project groups provided this information and orientation, additional specific challenges navigating the system emerged:

Special Education — Families are substantially more likely to share information about their child developing differently with those they trust and who understand their cultural background. This was an advantage LIFE Project staff had that enabled them to identify issues related to special education. Families reported feeling frustration and concern when trying to identify programs that were well equipped to support children with disabilities or delays. Families of children transitioning from Early Intervention⁶ (EI), run by The Department of Health and Mental Hygiene, to the Committee on Preschool Special Education (CPSE), run by the DOE, required substantial additional support and advocacy from LIFE Project staff, particularly when deciding if they should apply to 3-K programs. Early Intervention Service Coordinators were not informed about the DOE's 3-K and could not adequately support parents through the application. The intersection of multiple systems in this space proved particularly complicated for immigrant parents new to all of these systems.⁷

As her child was about to turn three years old, C.G. expressed concern about identifying a school for her child and securing special education services after his Early Intervention services ended. The parent did not know if she had to find a preschool program or if the DOE would choose a program for her son based on the special education services he needed. A LIFE Project partner was the first person to talk to C.G. about 3-K and explain the application process. Although she was interested in the program, C.G. was hesitant to apply because she did not yet know if the DOE would find her son eligible for preschool special education services, what services they would provide, or where they would provide those services. She felt overwhelmed because the 3-K application period would end before she knew what special education services her son needed and if he could receive those services in a 3-K class.

Eligibility at EarlyLearn Programs — Confirming the eligibility requirements related to EarlyLearn programs providing Pre-K or 3-K proved challenging. Every group of LIFE Project staff had problems verifying requirements over the phone with multiple providers, and this became a deterrent to pursuing these programs. It also appeared to families that while the language in directories says programs "may" have requirements, they did 100% of the time. Community leaders and parents felt this was confusing.

The parent very much wanted as her first choice a particular site that stated "may have income or other eligibility requirements." The use of the word "may" caused confusion and made the parent think that she should apply since the word "may" seemed to indicate that some spots would be free of these requirements. After verifying the requirement features of her first choice and determining that the family did not meet them, the LIFE Project group encouraged the parent to apply for a District 20 Pre-K site, where the child was put on a wait list. The District 20 Pre-K site ultimately offered a spot for the parent's child, which she accepted. The parent was greatly relieved and much appreciated the time and effort extended on her child's behalf.

⁶ The Early Intervention Program helps young children (birth to 3 years) who are not learning, playing, growing, talking or walking like other children their age. https://www1.nyc.gov/site/doh/health/health/health-topics/early-intervention.page

⁷ See Advocates for Children of New York for very helpful guides on special education services in early childhood: https://www.advocatesforchildren.org/get_help/guides_and_resources/early_childhood

Dual Language Programs — Families were extremely interested in dual language programs once they had gotten background information on these programs and the many benefits of bilingualism.⁸ Families thought that it would be competitive to get into these programs, and as a result often hesitated to put a dual language program first on their application. LIFE Project staff needed to explain the DOE's complex ranking system and that listing a dual language program first doesn't jeopardize a child's chance of getting into other programs.

RECOMMENDATIONS FROM YEAR 1

Create a Sense of Safety for Immigrant Families

The DOE has been receptive to recommendations below and should continue its efforts to bring this work to full fruition.

Create Strong Protections

To protect families and give them confidence, ensure that protections such as ICE guidance and others related to immigration status are as robust as possible and consistent with other progressive immigrant cities.

 \not Likewise, ensure that questions about immigration status are never asked.

- Train all School Safety Agents, key leaders, and family facing staff annually on what to do if ICE breaks with their sensitive locations policy or requests access to documents.⁹ Ensure that Pre-K Centers and NYCEECs have similar, appropriate policies and training in place.
 - Create a simple one-page document clearly outlining action steps for schools and programs to complement the training as a readily accessible resource.
 - As part of training, ensure that front-office staff get support regarding how to welcome immigrant families.
- Family Welcome Centers should be commended for their relatively new policy not to copy documents that reveal or hint at immigration status. The DOE should continue efforts to prevent document retention at schools and programs.
- Circulate a standard form to assist parents who want to exercise their right under the Family Educational Rights and Privacy Act to opt out of sharing their directory information. Ensure that NYCEECs receive tools such as these as well.

⁸ Marian, Viorica (2012). "The Cognitive Benefits of Being Bilingual". The Dana Foundation. https://www.ncbi.nlm.nih.gov/ pmc/articles/PMC3583091/

⁹ ICE designates certain spaces as "sensitive locations." Outside of specific circumstances, families are protected from arrest, interviews, searches, and surveillance at these locations. Circumstances where ICE officers and agents may carry out an enforcement action at a sensitive location without prior approval from a supervisor include exigent circumstances related to national security, terrorism, or public safety, or where there is an imminent risk of destruction of evidence material to an ongoing criminal case. When proceeding with an enforcement action under exigent circumstances, officers and agents must conduct themselves as discreetly as possible, consistent with officer and public safety, and make every effort to limit the time at or focused on the sensitive location. "Enforcement Actions at or Focused on Sensitive Locations." U.S. Department of Homeland Security. Policy Number I 0029.2.

- / Ensure all handbooks reflect the most current protections.
- Revise the "Blue Card," which has emergency information regarding each child, to include adequate space for more emergency contacts in the event that a parent/ guardian isn't able to pick up their child.

Clearly Communicate Protections

- Articulate what protections are in place and what rights families have in a document for immigrant families. This document will allow them to make informed decisions and understand what protections are in place. Just reassuring families that schools and programs are safe is not enough in this climate. Families want to understand regulations and protocols that exist to protect them.
- Continue to engage immigrant community leaders and advocates in developing materials such as this.

Help Families See Themselves in the System

Partner on a "speak your language" parent empowerment campaign to help immigrant families know and feel that their language and culture are valuable and to foster multilingual development in young children.

Strengthen and Institutionalize Cultural and Linguistic Fluency to Drive Equitable Access

Expand Culturally & Linguistically Fluent System Navigation Support for Immigrant Families

As part of supporting the new common enrollment system discussed in the City's RFP Preview and on an ongoing basis, the DOE should institutionalize the strategies LIFE groups have used to drive equitable access to programs and empower immigrant families to engage in their children's education for the long term. An annual investment along the lines of \$760,000, modeled on the LIFE Project, would provide immense value in helping families navigate the complexities of accessing early childhood education programs by funding 15 grassroots immigrant organizations across the city and coordination support.

- The DOE's outreach team does exceptional work reaching tens of thousands of New York City families and it employs talented individuals who share the backgrounds of the community. However, these individuals ultimately work for a local government. Immigrant families are anxious about going to the laundromat let alone giving personal information on their children to government officials, and it is optional to do so. We commend the DOE on recognizing the value in partnering with LIFE Project groups who do have this trust.
- Quality culturally and linguistically responsive family and community engagement begins before youth enter school — it starts with helping families enter the system in a way that builds their capacity to both understand and navigate that system over the long

term (they'll be applying for kindergarten just a year later) and be active partners in their child's healthy development and educational success.

- The high percentage of families who ultimately enrolled with support from LIFE Project groups combined with the percentage who would not have been able to apply without this support, underlines the enormous value of having a dedicated navigator to help families move through the process, overcome challenges, and become familiar with the American education system. This is not one-touch work. Families need sustained support throughout the process and dedicated capacity to provide it, and if anti-immigrant federal policies continue, this need will only become greater to help encourage families to engage with a government system when it's optional.
- This approach is a critical step to ensuring that families who speak lower incidence languages have a true opportunity to access programs even though directories and forms are not translated into these languages.
- Funding to support this initiative could be obtained from re-allocating a portion of advertising dollars to grassroots outreach, which is more effective in these communities.
- This approach creates a community-based extension of Family Welcome Centers to empower immigrant families in a comprehensive way to access the New York City school system from the very beginning, as well as other services and supports necessary for their integration and the family's stability. It also helps families understand their educational rights and empowers them support their children's success.
- This work over the long term can identify and lift up immigrant families who have children who have gone through Pre-K or 3-K as "validators" for other families in the community and help these families continue to access leadership development opportunities such as Community Education Council and Citywide Council on English Language Learners roles.
- Critically, this initiative should be seen as a complement to expanding the Child Care Resource and Referral Agencies (CCR&Rs), which are vital and deserve substantial increased support from New York State this budget season.

Increase Translation and Interpretation Capacity

- Continue to expand translation and interpretation capacity to ensure that all DOE early childhood education programs have access to quality and timely services and support. This includes phone interpretation and translation of materials, as well as support around how to access services.
 - With the transition of early childhood programs into the DOE, we must ensure that the T&I Unit has sufficient staff and budget capacity to expand as our education system expands and that all programs are served appropriately.
- Ensure that parents new to the school system and program staff new to the DOE's systems are made aware of the availability of language access services and how to ask for them.

The new DOE website's plain language is an improvement in simplifying information. Continue the work to transition from exclusively relying on machine generated translation online.

Create Tools Appropriate for Families New to the System

- Create a checklist for immigrant families of what a quality Pre-K or 3-K program looks like that includes cultural and linguistic responsiveness components to communicate to families that they shouldn't be afraid to ask about these things.
- Provide training and talking points to facilitate EarlyLearn programs' ability to clearly communicate eligibility to someone who is not familiar with any early childhood programs or other educational programs.
- Continue to consult with community partners on new materials and processes. As the early childhood system transitions into the DOE and new processes are built, consult regularly with immigrant community organizations for feedback on how immigrant communities will read information and navigate new protocols.

Improve Support and Access Around Special Education

- Increase the number of bilingual preschool special education classes. A February 2019 memo from the State Education Department shows that New York City needs 14 additional bilingual preschool special education classes and 9 additional bilingual preschool special education classes in integrated settings. Because of the City's overall shortage of preschool special education classes, we understand that preschoolers with disabilities are sitting at home instead of receiving the preschool special education classes to which they are entitled.
- 2 Increase the number of bilingual preschool special education evaluators and providers.
- otin Increase the number of bilingual special education teachers.
- Ensure the translation of all materials sent to families related to preschool special education.
- Ensure that DOE staff receive training to help identify and support children suspected of having a disability as well as training related to working with children with IEPs in the classroom.
- Fund inclusion specialists or disability coordinators to: help include children with disabilities in the DOE's early childhood programs, including community-based settings; help families referred for preschool special education evaluations when appropriate; help families arrange bilingual evaluations; and help ensure children receive their services, which can be particularly challenging when children need bilingual services.

Continue to Expand Dual Language and Strengthen Enhanced Language Support Programs

- We commend the City on the recent expansion of dual language Pre-K programs.¹⁰ We encourage the DOE to continue to expand dual language programs at a sustainable pace and ensure enhanced language support programs get appropriate training to rigorously fuel home language development. The City should work to reflect the diversity of New York City's immigrant communities through new programs opened, and explore opportunities to address the bilingual teacher shortage.
- Allow community-based organizations to apply to open dual language early childhood education programs and fully fund them to maintain a qualified multilingual staff.
- Ensure that all programs are prepared to support emergent multilingual learners by providing teachers with specific training and support.
- Provide targeted training and support related to "superdiverse" classrooms with many home languages represented among children and their families to bring home language support and cultures into the classroom even outside of bilingual program settings. Recent reports by the Migration Policy Institute¹¹ on innovative teaching practices and models to support the learning and development of young dual language learners in "superdiverse" settings provide insight on promising approaches.

Ensure a High Quality, Sustainable System with Options for Families

- Ensure pay parity among teachers who work across all settings, including NYCEECs, Pre-K Centers, district schools and preschool special education programs. This is a critical issue within the early childhood space that must be addressed to sustain a high quality system overall.
- Not all families feel that center-based 3-K is right for them. Families need a range of options. The City's RFP Preview released at the end of 2018 rightfully recognized the importance of family child care networks and providers. We encourage the City to continue to support family child care providers' needs and strengths.

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¹⁰ https://www1.nyc.gov/office-of-the-mayor/news/077-19/mayor-de-blasio-chancellor-carranza-47-new-pre-k-dual-language-programs-across-every#/0

¹¹ See The Language of the Classroom: Dual Language Learners in Head Start, Public Pre-K and Private Preschool Programs and Supporting Dual Language Learner Success in Superdiverse PreK-3 Classrooms: The Sobrato Early Academic Language Model available at: https://www.migrationpolicy.org/news/new-reports-spotlight-innovative-teaching-practicesand-models-support-learning-and-development

CONCLUSION

We commend the City on realizing its ambitious plans for Pre-K and 3-K and thank the New York City Department of Education for its invaluable partnership in increasing the number of immigrant families who access these programs. The NYIC and LIFE Project partners look forward to continuing to work towards ensuring that all immigrant families are able to access quality early childhood programs that fuel children's development, value their home language and culture and prepare them for success.

About Fifth Avenue Committee

Now in its 41st year, Fifth Avenue Committee, Inc. (FAC) is a nationally recognized community development corporation that works annually to transform the lives of over 5,500 low- and moderate-income residents of South Brooklyn. FAC's mission is to advance economic and social justice by building vibrant, diverse communities where residents have genuine opportunities to achieve their goals, as well as the power to shape the community's future. To achieve its mission, FAC develops and manages affordable housing and community facilities; creates economic opportunities and ensures access to economic stability; organizes residents and workers; combats displacement caused by gentrification; provides job training, and offers a range of model adult education classes. FAC's workforce development affiliate, Brooklyn Workforce Innovations (BWI), offers contextualized education for sector-based workforce development through eight focused training programs.

About LSA Family Health Service

Little Sisters of the Assumption Family Health Service, Inc (LSA Family Health Service) is a neighborhood-based organization founded in 1958 with the mission, "to strengthen and improve vulnerable children and families by meeting their basic needs for food, health care, education, and a safe home in the belief that affirming families in their own dignity improves the entire community." For more than 60 years, LSA has demonstrated commitment to and has established a strong connection with low-income and immigrant families and individuals in East Harlem, many of whom are undocumented, often lack trust and self-esteem, and experience severe social and linguistic isolation. Families come to us in crisis and in need of immediate and concrete help such as food, clothing, health care, and access to public benefits to which they are entitled, all of which LSA provides. Through supportive relationships developed between our agency program staff and clients, trust is established and self-esteem rebuilt. LSA's overarching goal is to meet the most fundamental needs of the East Harlem community.

About Masa

Masa partners with Mexican and Latino children, youth, and families in the South Bronx to develop strong learners and leaders who fully participate in and contribute to the larger community. We envision a community that is civically engaged, empowered, and educated. To realize this mission, Masa: offers a broad range of direct services and referrals; supports children from 18 months through college and beyond, through each stage of their development; and promotes civic engagement and community organizing while delivering services.

About the New York Immigration Coalition

The NYIC's mission is to unite immigrants, members and allies so all New Yorkers can thrive. We envision a New York State that is stronger because all are welcome, treated fairly, and given the chance to pursue their dreams. Founded in 1987, the NYIC is the largest and oldest statewide immigration coalition in the U.S. We represent the collective interests of New York's 4.5 million diverse immigrants and build power in immigrant communities and the organizations that serve them. We advocate for laws, policies, and programs that lead to justice and opportunity for all immigrants. Our work specifically addresses the needs of New York's most marginalized immigrant communities, including newly-arrived immigrants, low income parents, and those with limited English proficiency.



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