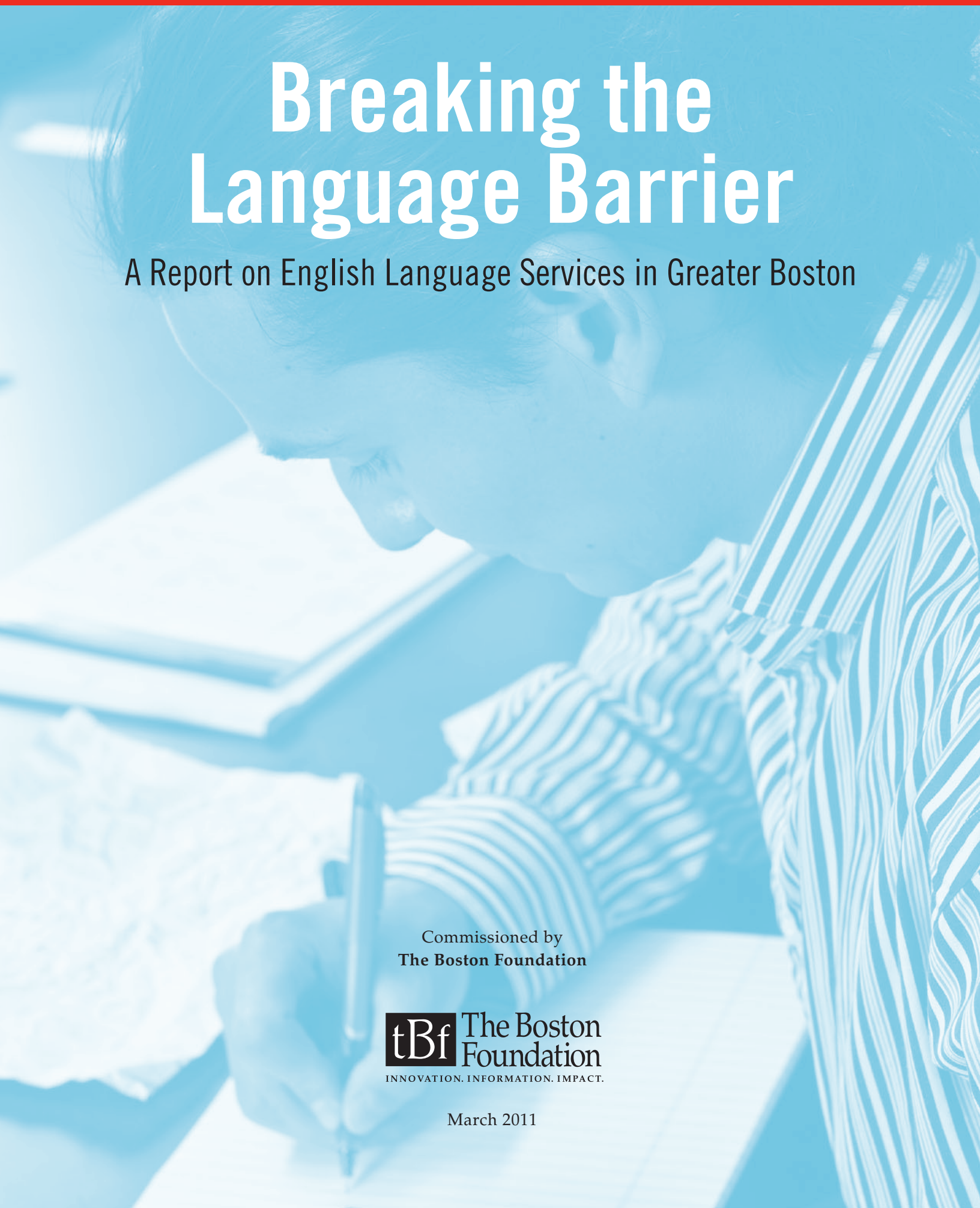
UNDERSTANDING BOSTON

Breaking the Language Barrier

A Report on English Language Services in Greater Boston



Commissioned by
The Boston Foundation

The Boston Foundation
INNOVATION. INFORMATION. IMPACT.

March 2011

About the Boston Foundation

The Boston Foundation, Greater Boston's community foundation, is one of the oldest and largest community foundations in the nation, with assets of $733 million. In Fiscal Year 2010, the Foundation and its donors made more than $82 million in grants to nonprofit organizations and received gifts of close to $83 million. The Foundation is made up of some 900 separate charitable funds established by donors either for the general benefit of the community or for special purposes. The Boston Foundation also serves as a major civic leader, provider of information, convener, and sponsor of special initiatives designed to address the community's and region's most pressing challenges. For more information about the Boston Foundation, visit www.tbf.org or call 617-338-1700.

About Commonwealth Corporation

Commonwealth Corporation is a Massachusetts quasi-public organization that builds pathways for youth and adults to prepare for high demand jobs in the state's knowledge and innovation economy. For 30 years, it has focused on the development of regional training partnerships among businesses, education and workforce organizations in high demand and emerging industry sectors as well as youth pathways that combine work and learning. Its unique approach brings together grant making, research and evaluation, program design and the development of learning communities among workforce development practitioners and policymakers to address the skill needs of the Massachusetts workforce. It carries out research and evaluation activities to drive program design, continuous improvement and policy development for workforce practitioners and policymakers. For more information, visit www.commcorp.org or call 617-727-8158.

UNDERSTANDING BOSTON is a series of forums, educational events, and research sponsored by the Boston Foundation to provide information and insight into issues affecting Boston, its neighborhoods, and the region. By working in collaboration with a wide range of partners, the Boston Foundation provides opportunities for people to come together to explore challenges facing our constantly changing community to develop an informed civic agenda. Visit www.tbf.org to learn more about Understanding Boston and the Boston Foundation.

Design: Kate Canfield, Canfield Design
Cover Photo: © Juan Monino, iStock Photography

Breaking the Language Barrier

A Report on English Language Services in Greater Boston

Prepared by

Commonwealth Corporation

Commissioned by

The Boston Foundation

Authors

Lisa Soricone, Commonwealth Corporation

Navjeet Singh, Commonwealth Corporation

Cristine Smith, University of Massachusetts, Amherst

John Comings, Education Development Center

Katherine Shields, Commonwealth Corporation

Lynne Sacks, Commonwealth Corporation

Andrea Tull, Commonwealth Corporation

Editor

Barbara Hindley, *Director of Publications and Marketing*, The Boston Foundation

Acknowledgments

Creation of this report would have not been possible without the cooperation and assistance of the numerous individuals who took the time to share information and insights into the ESOL service system with researchers. Appendix A of this report provides a list of the more than 30 people who participated in interviews and focus groups as part of the research process. In addition, the authors would like to thank the following for their additional contributions to the development of this report:

- Anne Serino of Adult and Community Learning Services, Department of Elementary and Secondary Education—for her on-going cooperation, support of data collection and reflections on the state of the Adult Basic Education/English for Speakers of Other Languages system;
- Daniel Sherman of the Boston Foundation for his ongoing support during the research project;
- Donna Cornellier and Sriram Rajan of the Department of Elementary and Secondary Education—for their support in providing data to support our analysis of ESOL students, services and outcomes;
- Andy Sum and Ishwar Khatiwada of the Center for Labor Market Studies, Northeastern University—for their assistance in preparing population data used in this report from Census 2000 and the American Community Survey 2006-2008;
- Claudia Green and Lee Haller of English for New Bostonians and Dan Singleton of the Office of Jobs and Community Services, City of Boston—for sharing data and insights into ESOL services in the City of Boston;
- Sharon Artis Jackson, Jola Conway, Mary Jayne Fay, Joan LeMarbre and Cheryl Pyburn of Adult and Community Learning Services, Department of Elementary and Secondary Education—for providing information on Adult Basic Education/ESOL services; and
- Sandy Goodman of the New England College Transition Project, National College Transition Network, New England Literacy Resource Center, World Education—for providing information on college transition models.

The Commonwealth Corporation Research Team would like to thank the Boston Foundation for supporting this project and for recognizing the importance of immigrants to Greater Boston and the value of English classes and other supports to integrating new Bostonians into the workforce and our local communities.

Preface

We have known for years that English language classes offered at community-based organizations, schools and businesses throughout Greater Boston serve only a fraction of those immigrants who need these essential services. This is true despite a deep commitment on the part of our state and others to meeting these needs.

Now, with this comprehensive report from Commonwealth Corporation, we have the compelling details. We know that just five percent of the 236,933 immigrants with limited English skills in Greater Boston are being served by programs supported by the state's Department of Elementary and Secondary Education—which is by far the largest supporter of these services—and other funders.

And we have a fascinating picture of those who are—and are not—receiving English for Speakers of Other Languages (ESOL) services. At any given point, more than 10,000 people are on waiting lists, some for as long as two years, and there are indications that thousands more are not applying for services or may not know they exist. In addition, some 6,000 new immigrants arrive in Greater Boston every year.

Many immigrants to Greater Boston have low levels of education and English proficiency. More than one-third have no high school diploma and another 29 percent have *only* a high school diploma. Both of these groups urgently need English language services. Even highly educated immigrants to our community are struggling with poor English skills. Some 30 percent with a bachelor's degree and 21 percent with a master's degree have limited English proficiency, seriously affecting their ability to earn enough to support their families. And English language skills have a profound impact on the earning power of immigrants. On average, an immigrant in Massachusetts who speaks English fluently earns $38,526 annually compared to just $14,221 for an immigrant who does not speak English well. Even among college educated immigrants, English proficiency can mean an additional $20,000 in annual earning power.

At a time when the global economy demands all hands on deck, immigrants represent the growth tip for Greater Boston. If it were not for these newcomers, our population would actually be shrinking. And the demand for skilled and educated workers is only increasing—as more baby boomers retire every day. Even in the recent economic downturn, the scramble for skilled workers has continued.

Immigrants to Greater Boston bring with them a tremendous amount of initiative and intelligence. More than 40 percent of new businesses in our region are started by immigrants, including many in the high tech sectors.

As revealed here, significant percentages of these very people on which our future depends are facing high hurdles in every aspect of their lives—from education to health to employment—all of the elements that must fall into place before they can truly thrive. Access to ESOL services can have a profound and positive impact on the lives of these individuals and their families.

We commissioned this report because we want to move forward in our grantmaking and civic leadership with all of the information and insight we need to make wise decisions—and because we want other funders to be able to do the same. We hope to spark an informed dialogue about this issue that will lead to a more robust ESOL sector for Greater Boston—and pave the way to a future where far fewer immigrants are left banging on the golden door of opportunity.

Paul S. Grogan
President and CEO
The Boston Foundation

Table of Contents

1.
Executive Summary

As New England's premier gateway city, Boston has been welcoming significant numbers of non-English speaking immigrants for more than 100 years, and the city has benefited tremendously from this influx of newcomers. Over the past two decades, immigration has been the major source of population and labor force growth in Massachusetts. In fact, without immigrants both the population and the labor force would have shrunk.[1] Most new immigrants now come from non-English speaking countries in Central and South America, the Caribbean, Asia, Africa and Europe, and many have levels of English proficiency too low for full participation in the economic and social life of Boston.

The public sector has created an adult education system designed to address adult learning needs through Adult Basic Education (ABE) and English for Speakers of Other Languages (ESOL) services. These services are augmented by support from employers, foundations, and private donors. Over the last 20 years, this adult education system has gone through a major reform that has improved its quality, but that improvement has been at the expense of an increase in the quantity of classes sufficient to meet the need. Thousands of immigrants are on waiting lists, sometimes for as long as two years.

This report, commissioned by the Boston Foundation and researched and written by Commonwealth Corporation, focuses on the "ESOL system," comprising services funded by the Massachusetts Department for Elementary and Secondary Education (ESE) and other sources. The analysis assesses how far the system has come in resolving its challenges and suggests ways to make further progress. The report describes the demand and supply for English services as well as the quantity and quality of those services and makes recommendations for changes that would help the system meet the needs of Limited English Proficient (LEP) immigrants within the public sector budget constraints that will be in place for the near future.

Immigration in United States and Massachusetts

Over the past two decades, the number and share of immigrants in the population and labor force has increased markedly in both the U.S. and Massachusetts. According to a Pew Center report, "immigrants and their U.S.-born offspring accounted for 55% of the increase in population since 1966-67."[2] In addition, immigrants are expected to make up most of the net growth among workers between the ages of 25 and 54 during the first two decades of this century.

The Changing Face of Massachusetts, a 2005 MassINC report, made clear that immigrants have been responsible for much of the state's growth in population and its labor force over the last two decades and are entirely responsible for the growth in the past decade. Ranked 7th in the nation in the number of immigrants in 2009—at more than 943,000—and eighth in percentage of population, at 14%, Massachusetts has one of the largest immigrant populations in the country.[3] The state's commitment to supporting the successful integration of immigrants into its economic, social and civic life is strengthened by a number of initiatives and public-private partnerships:

- **The Massachusetts New Americans Agenda** is a set of policy recommendations released by Governor Deval Patrick in 2009 to foster improved integration of immigrants and refugees through the **Governor's Advisory Council for Refugees and Immigrants**. An Action Plan called for strategies to eliminate waiting lists for English language classes.
- The Boston **Mayor's Office of New Bostonians** was established in 1998 to meet the needs of the growing and changing immigrant and newcomer communities in Boston. In 2001, the Office initiated **English for New Bostonians**, a public-private-community collaboration addressing the urgent need for increasing English language learning opportunities for adult immigrants in Boston.

- **The Boston Opportunity Agenda** is a public-private partnership of the City of Boston, the Boston Public Schools, all of the city's major public charities, and many of its foundations, with the goal of achieving greater opportunity and economic mobility for Boston's young people and adults. The Agenda proposes building and piloting a **Boston Adult Opportunity Network** to offer a seamless continuum of college and career readiness services for adults, including Adult Basic Education and ESOL.

An Overview of Immigrants and Limited English Proficient (LEP) Adults in Greater Boston

The American Community Survey (ACS) indicates that in 2006-2008, there were 524,451 immigrants, age 16 or older, living in the 80 towns and cities of Greater Boston that are the focus of this report. The percentage of adult immigrants, at 24%, is higher than in Massachusetts as a whole, at 18%, and much higher than in the U.S. as a whole, at just 16%. And Greater Boston's adult immigrant population has grown—in 2000 it made up 21% of the general population, but by 2006-2008, it made up close to one quarter.

The number of immigrants includes the undocumented who, according to a 2011 Pew Research Center report, *Unauthorized Immigrant Population: National Trends: 2010*, are estimated to number some 160,000, making up 2.4% of the Massachusetts population.

When specifically looking at LEP immigrants in Greater Boston, there are 236,933 aged 16 or older (45% of total immigrants), making up 12% of the total population.

Geographic Distribution: LEP immigrants are concentrated in the City of Boston and in the cities and towns immediately to the north of Boston—with Chelsea, Everett, Malden, Revere and Lynn having even higher concentrations than Boston itself. Other communities with significant concentrations are Framingham, Quincy, Randolph, Waltham, Medford and Somerville.

Age: Limited English proficiency is far more common among older immigrants, with 50% of the 45-59 age group and 56% of the 60 and older group considered LEP; however a high percentage of adults aged 25-44 also are LEP, at 41%.

Country of Origin: The largest LEP populations are from Brazil, China, Haiti, El Salvador, Vietnam and the Dominican Republic. Haitian and Salvadoran immigrants figure more prominently in Greater Boston than in Massachusetts. Among immigrants from Brazil and China, the largest contributors to Boston's immigrant population, 70% and 62%, respectively, are LEP.

Employment Status: In 2006-2008, LEP immigrants made up 17% of Greater Boston's labor force, up two percentage points from 2000, with 140,725 (42%) of the 335,212 employed immigrants being LEP. Of the total LEP population, 59% are employed—compared to 70% of immigrants who speak English "very well." In Greater Boston, the highest concentration of LEP workers is in the following sectors: Accommodations and Food Services; Administrative Support and Waste Management; and Non-Durable Manufacturing.

Earning Power: Data from U.S. Census 2000 showed that on average, an immigrant in Massachusetts who spoke only English earned $38,526 annually compared to an immigrant who did not speak English well, who earned just $14,221. Even among college educated immigrants, English proficiency can mean an additional $20,000 in annual earnings.

Poverty: Some 62,445, or 12%, of all of Greater Boston's immigrants are poor—and 37,695, or 60%, of those poor immigrants are considered LEP.

Languages Spoken: Spanish-speakers represent Greater Boston's largest immigrant group, at 112,995, with 72,412, or 64% of them considered LEP. The next largest group is made up of Portuguese-speaking immigrants, at 46,605, with an even higher percentage considered LEP, at 69%. Of the 35,266 Chinese speaking immigrants, 61% are LEP. And, although they represent smaller numbers in Greater Boston, at 17,408, the proportion of Vietnamese speakers classified as LEP is by far the highest of all groups, at 81%.

Level of Education Completed: Substantial portions of LEP immigrants have low levels of education. Some 38% have no high school diploma and 29% have only a high school diploma. Of those immigrants with no high school diploma, 72% are LEP; and of those with only a high school diploma, 55% are LEP. Even among college-educated immigrants, notable percentages are LEP: 35% of those with some college; 30% with a bachelor's degree; and 21% with a master's degree.

The Current System of ESOL Services in Greater Boston

Funding for ESOL Services

ESOL services in Massachusetts are funded through a combination of regional, federal, state, city and other sources. The majority of funding comes from ESE through its Adult and Community Learning Services (ACLS) unit. Combined with federal resources, the state's investment in adult education grew from $11.7 million in 1995 to $40.7 million in 2000. Since 2000, statewide funding for adult education has remained relatively steady. In 2010, adult education was funded at $39.7 million, of which $23.9 million was targeted to ESOL.

In the Greater Boston area, ESE spending for ESOL alone totaled $12.8 million in 2010, supporting services for 5,839 students—with the City of Boston, public, private and corporate foundations, businesses and individual donors contributing funds to support about 7,000 to 8,000 more students. Additional state and federal funds for ESOL flow through the Workforce Development System and individual students pay tuition and fees at some non-ESE funded programs.

Types of Organizations Providing Adult ESOL Instruction

Organizations providing ESOL services include community-based organizations, public school systems, community colleges, labor organizations, faith-based organizations and employers. A number of colleges, universities and for-profit English schools also provide fee-based services.

The ESE-funded system of programs forms the core of ESOL services in Greater Boston. Today, ESE funds 44 programs operating at 58 different sites through a range of providers. ESE-funded programs provide ESOL services at three levels—basic, intermediate and advanced. In addition, English for New Bostonians currently supports 23 ESOL programs, some of which are also ESE-supported.

Four two-year community colleges have campuses in the Greater Boston area, with about 4,000 enrollments in tuition-based ESOL courses per academic year, and three four-year public colleges located in the area also offer ESOL classes.

Staff Providing Services

Greater Boston's ESOL teachers are well educated: of about 300 adult ESOL teachers funded through the 58 sites in the ESE system, almost all instructors (94%) have a college degree (42% bachelor's, 49% master's, and 3% other higher degree). Only 6% have a high school diploma or less education. Staff in non-ESE supported programs have similar levels of education. However, 42% of ESOL teachers in ESE-funded programs do not hold any type of teaching credential.

Immigrants Receiving ESOL Services and Gaps in Services

Characteristics of Those Receiving Services

Overall, LEP students currently served by the ESE system of ESOL services arrive in Greater Boston from a number of countries of origin and with various levels of education. Most of what we know about students is based on ESE data as it is the most complete available. The majority (69%) of those receiving ESE-funded services are female and the vast majority (82%) are of working age (25-59).

Education Level: Among students in ESE-funded programs, 47% have less than a high school credential; 38% have a foreign high school diploma equivalent; and 13% have a two-year college degree or higher.

Country of Origin and Languages Spoken: Some 68% of ESOL students in ESE-funded programs come from Latin America and the Caribbean, with the highest number of students originating in Brazil, Haiti, El Salvador, the Dominican Republic and Guatemala. Some 18% come from Asian countries, and smaller numbers from Africa (9%), and Europe (4%). The most common native languages of ESE-supported ESOL students are Spanish and Portuguese, with substantial numbers speaking Chinese, Vietnamese and French Creole.

Employment Status and Poverty: 57.4% of those receiving services are employed; 23.5% are unemployed (and seeking work); and 19.1% are not in the labor force (meaning that they are not seeking work). A large portion (84.5%) of ESE students receive some type of public assistance, suggesting that while many students are working, they are not earning enough to sustain themselves and their families.

Gaps in Services for the Greater Boston LEP Population

An estimate of the total of LEP immigrants receiving ESOL services in Greater Boston is 13,000-14,000. This number represents a mere 5% of the approximately 237,000 immigrants with limited English proficiency in the area, with ESE funds supporting only 2.5% of the overall population potentially in need of services. About 10,000 LEP immigrants are on waiting lists for ESOL services in Greater Boston, some for as long as two years. It is likely that thousands more are in need of services, but either work too many hours to take advantage of them, are discouraged by long waiting lists or are not aware that services exist.

Age and Education: Most LEP immigrants being served by ESE-funded programs, or 82%, are between the ages of 25 and 59. While roughly 67% of LEP immigrants as a whole have only a high school diploma or less, a higher percentage of those served by ESE, 84%, have a high school diploma or less. While one-third, or 32%, of LEP immigrants as a whole have some college or higher education, only 13% of the students in the ESE system have some college or higher education.

Employment: A huge percentage of LEP immigrants being served by the ESE system, (81%), are in the labor force, meaning they are working or looking for work. The ESE system is serving a much higher concentration of the unemployed LEP, at 24%, than exists in the overall LEP population, at 5%.

Availability of ESOL Services: The geographic distribution of services across the Greater Boston Area is varied, but a consistent pattern across communities is the relative paucity of advanced-level and more intensive (greater than 9 hours a week) ESOL services. In addition, there are relatively few programs available during weekends or summer.

Student Attendance, Advancement and Learning: ESE-funded students received an average of about 160 hours of instruction during 2009-2010. Some 58% of those tested in ESE-funded programs and 43% of those tested in other programs made learning gains of at least one student performance level (SPL).

System Strengths and Challenges

The current ESOL system benefits from a number of strengths, including deep support for adult education among policymakers and funders at city and state levels, the leadership of ESE's Adult and Community Learning Services unit, the diversity of ESOL providers, and the System for Adult Basic Education Support (SABES). At the same time, gaps persist in the system, including insufficient infrastructure (e.g., classroom space and technology resources); the part-time status and limited preparation of ESOL teachers; the inadequacy of student support services to meet student needs; a duplication and lack of coordination to provide a full continuum of services from beginning through advanced levels and on to college; and an insufficient emphasis on next steps to employment and/or post-secondary education and training.

Recommendations

Through the leadership of the Department of Elementary and Secondary Education (ESE), Massachusetts has made substantial progress in improving the quality of adult ESOL services in Greater Boston and beyond over the last 20 years. But, there has been a trade-off between improving quality and increasing access or quantity. Despite advances in quality, challenges persist in meeting the demand for services while maintaining quality across all programs, especially those not funded by ESE. Now is a time to build on the system's foundation and move the system in new directions to meet its challenges through innovation. The goals of this next phase of ESOL system development should be to: 1) Reduce the gap between supply and demand by increasing the access to services for people who are experiencing barriers to participation; and 2) Continue to improve the services programs offer in ways that allow adults to make progress more efficiently.

Reducing the Gap

At present ESOL programs only serve a fraction of LEP immigrants in the Greater Boston area, which leaves thousands of potential students without an opportunity to study. A dramatic increase in funding for ESOL is not feasible in the current economic environment, and so the system must identify ways in which its limited resources can be leveraged to serve more students.

Changes in Program Practices: Changes in practices should:

- Increase intensive services;
- Coordinate services to provide greater differentiation based on student education and goals and reduce duplication;
- Increase weekend and summer classes;
- Use technology to fill gaps and promote self-directed learning; and
- Provide a full continuum of services to support students at higher levels of ESOL

Changes in Policy: Federal policy must remove barriers to serving higher-level learners to encourage more successful transitions to college education and employment and allow online learning time to count for accountability purposes. Within Massachusetts, ESE is already beginning to work with other agencies to explore better coordination and differentiation of services.

Research Needed: Research can serve an important role in supporting the changes proposed to reduce the gap in ESOL services through efforts to explore: the nature of the demand at higher levels of ESOL; the role of for-profit service providers; barriers to weekend and summer instruction; and integrating distance learning models. Public and private funding agencies could fund research and evaluation efforts, and federal sources should increase support for research as well.

Improving Services for Increased Efficiency and Quality

There are numerous ways that ESE-funded ESOL programs and those funded by other means can improve their services.

Changes in Program Practices: Changes in practices should be made to:

- Increase support to student persistence;
- Expand ESOL services in and for the workplace;
- Increase support for post-secondary success;
- Support integrated ESOL and occupational training;
- Improve the capacity of the teaching workforce to maximize results; and
- Expand distance learning capacity and innovation.

Changes in Policy: ESE already has begun to expand efforts to change its funding structures to provide more flexibility in service offerings. To best support students along career pathways, including integrated ESOL and occupational programs, programs may need to establish articulation and other agreements with community colleges and other post-secondary institutions to break down institutional barriers that impede cooperation and joint pursuit of innovative projects.

Research Needed: Research to support continued improvement of quality ESOL services could include:

- Analysis of LEP population needs and goals;
- Testing and analysis of differentiated services to identify best practices;
- A longitudinal study of outcomes of transition to college and other programs;
- Efforts to understand how teacher quality affects student outcomes and how the skill demands for teachers can best be met through professional development;
- Testing how support services can improve student persistence and learning outcomes; and
- Evaluating the use of technology to improve program quality.

With an increasing share of immigrants in Greater Boston's population and workforce, the health of our city's and region's economy will depend on our ability to cultivate and draw upon the skills and talents of these newcomers and ensure their successful integration by breaking the language barrier.

This report is designed to provide detailed information that will help those planning and providing English language services to meet the needs of Greater Boston's immigrants—with the ultimate goal of integrating immigrants into the fabric of our community and offering them the same opportunities for education and personal development that all other residents have.

2. Introduction

As New England's premier gateway city, Boston has been welcoming significant numbers of non-English speaking immigrants for more than 100 years, and the city has benefited tremendously from this influx of newcomers. Over the past two decades immigration has been the major source of population and labor force growth in Massachusetts. In fact, without immigrants both the state's population and the labor force would have shrunk.[1] Most new immigrants come from non-English speaking countries in Central and South America, Asia, Africa and Europe, and many have levels of English proficiency that are too low for full participation in the economic and social life of Boston.

The public sector has created an adult education system that is designed to address adult learning needs through Adult Basic Education (ABE) and English for Speakers of Other Languages (ESOL) services. These services are augmented by support from employers, foundations and private donors. Over the last 20 years, this adult education system has gone through a major reform that has improved its quality, but that improvement has been at the expense of an increase in the quantity of classes sufficient to meet the need. Thousands of immigrants are on waiting lists, sometimes for as long as two years.

In 2000, the MassINC report *New Skills for a New Economy* drew attention to limited English proficiency as a major challenge in building the skills of Massachusetts' workers. It called for the state's adult education system to increase services in order to: reduce waiting lists; increase the number of hours students learn by using technology and expanding weekend class offerings; do more to ensure that students persist longer in the programs; and both improve teacher quality and increase the number of full-time teachers.[2] Although the adult education system has made progress in all of these areas, a decade later many of the same challenges remain.

This report, commissioned by the Boston Foundation and researched and written by Commonwealth Corporation, focuses on the "ESOL system," which includes ESOL services funded both by the Massachusetts Department of Elementary and Secondary Education (ESE) and by other sources. Our analysis assesses how far the ESOL system has come in resolving its problems and suggests ways to make further progress.

It describes the demand and supply of English services as well as the quantity and quality of those services and makes recommendations for changes that would help better meet the needs of Limited English Proficient (LEP) immigrants—within the public sector budget constraints that will be in place for the near future.

Specifically, this report examines the current system of English for Speakers of Other Languages (ESOL) services in an effort to:

- Understand the characteristics of the populations in need of services;
- Examine current levels and distribution of ESOL services;
- Identify gaps between needs and services;
- Highlight successful approaches to serving English language students; and
- Suggest ways of strengthening the system to maximize the effectiveness of the limited resources available to support it.

It also seeks to offer guidance to public and private funding agencies to ensure that all LEP adults receive the language instruction they need to qualify for family-sustaining jobs, help their families thrive in Greater Boston, and play a constructive role in our communities.

Geography and Sources of Data

For the purpose of this report, "Greater Boston" is defined in the way the Boston Foundation defines it, including the City of Boston and 79 other communities. (*See Appendix B for a map and a list of the towns and cities.*) This report examines data on the **demand** for ESOL services, based on *population data* from the American Community Survey; the **supply** of ESOL classes, based

on *program service data*; and **outcomes or quality** of services, based on *program quality data*. Program service data and program quality data has been obtained from multiple sources: the Massachusetts Department of Elementary and Secondary Education (ESE), English for New Bostonians (ENB), the Massachusetts Adult Literacy Hotline, and a *Provider Survey* of 110 Greater Boston ESOL programs (to which 47 program sites responded). Among those agencies that were included in the survey there was a lower response rate from community-based organizations operating without public funds. This study did not solicit detailed service data from for-profit agencies or private colleges and universities.

In addition to these activities, the team interviewed more than 30 key stakeholders, and conducted a focus group of ESOL students. The list of key stakeholders is provided in Appendix A and the detailed methodology is in Appendix C.

The team also conducted site visits and phone interviews to create profiles of nine programs with exemplary practices. Each of these sites provide good examples and are not intended to represent the "best" or the only programs in the Boston area with effective and innovative practices.

Definitions

Immigrant: The U.S. Bureau of the Census, through the decennial census and annual American Community Survey, asks respondents about their place of birth and their citizenship status. Any person who was born outside the U.S. or its territories and was not considered a citizen at birth is referred to as "foreign born." For the purposes of this report, the terms "foreign born" and "immigrant" are used interchangeably and also include those born in Puerto Rico and U.S. Island Areas such as Guam and Virgin Islands, as they often experience the same English language challenges as non-U.S. citizens and nationals.

Limited English Proficient: The term Limited English Proficient (LEP) refers to any person who reported speaking English "not at all" "not well," or only "well" in their Census or American Community Survey response. Those who speak English as their primary language—or speak only English in their home—and those who report speaking English "very well" are considered proficient in English.

This report is designed to provide detailed information that will help those planning and providing English language services to meet the needs of Greater Boston's immigrants—with the ultimate goal of integrating immigrants into the fabric of our community and offering them the same opportunities for education and personal development that all other residents have.

3.
The Context:
Immigration in the United States and Massachusetts

Over the past two decades, the number and share of immigrants in the population and labor force has increased markedly in both the United States and Massachusetts. A Pew Center report suggests that this trend is likely to continue.[1, 2] According to the Pew report "immigrants and their U.S.-born offspring have accounted for 55% of the increase in population since 1966-67."[3] Immigrants are expected to make up most of the net growth among workers between the ages of 25 and 54 during the first two decades of this century.[4] By one estimate, 82% of projected population growth through 2050 will be due to immigrants and their U.S.-born descendants.[5]

The Changing Face of Massachusetts, a 2005 MassINC report, suggested that immigrants have been responsible for much of the state's growth in population and the labor force over the last two decades and are entirely responsible for the growth in the past decade.[6] The New England Public Policy Center at the Federal Reserve Bank of Boston has expressed the concern that the regional supply of labor for New England is inadequate to meet the region's demand, especially for "middle-skill" and "high-skill" workers, who are key to the region's and Massachusetts' economy.[7] With an increasing share of immigrants in the population and the workforce, the health of the Massachusetts economy will likely depend on the state's ability to cultivate and draw upon the skills and talents of its immigrant population and ensure their successful integration into local communities.

A Commitment to Immigrant Integration

Ranked seventh in the nation in the number of immigrants—more than 943,000—and eighth by percentage of the population, at 14%, Massachusetts has one of the most significant immigrant populations in the country.[8] The number of immigrants includes the undocumented who, according to a 2011 Pew Research Center report, *Unauthorized Immigrant Population: National Trends: 2010*, are estimated to number some 160,000, making up 2.4% of the Massachusetts population. The state's commitment to supporting the successful integration of immigrants into its economic, social and civic life is strengthened by a number of initiatives and public-private partnerships:

- **The Massachusetts New Americans Agenda** is a set of policy recommendations released by Governor Deval Patrick in November of 2009 to foster improved integration of immigrants and refugees through the **Governor's Advisory Council for Refugees and Immigrants** (GAC). Among the recommendations are a number that pertain to adult English language proficiency, including increasing public funding for ESOL services, as well as developing curricula and program models to better meet adults' goals of employment and post-secondary education. Subsequently, an Action Plan was developed that called for establishment of a statewide task force co-chaired by the Secretary of Labor and Workforce Development and the Secretary of Education to assess the resources needed to eliminate the current waiting lists for English language classes in the state.
- The Boston **Mayor's Office of New Bostonians** was established in 1998 to meet the needs of the growing and changing immigrant and newcomer communities in Boston. In 2001, the Office initiated **English for New Bostonians** (ENB), a public-private-community collaboration addressing the urgent need for increased English language learning opportunities for adult immigrants in Boston. Comprising the City

of Boston, foundations, corporations, nonprofits and community organizations, ENB works to: support high-quality, accessible ESOL programs; expand Boston's capacity to serve English language students; test new strategies to reach students at home, in the community and at work; encourage new investment by diverse stakeholders; heighten awareness about the importance of adult English language learning; and support the development of a coordinated ESOL system in Boston. ENB is staffed by and located at the **Massachusetts Immigrant & Refugee Advocacy (MIRA) Coalition**.

- The **Boston Opportunity Agenda** is a historic, public-private partnership of the City of Boston, the Boston Public Schools, all of the city's leading public charities, and many of Boston's major foundations, joined together to pursue the "community-wide goal of achieving greater opportunity and economic mobility for Boston's young people and adults." The partnership seeks to strengthen the education pipeline from early childhood care and education through post-secondary attainment.[9] With respect to adults, the Agenda seeks to increase the number of Boston adults who are college and career ready by creating a networked system of adult education providers that offers a clear pathway to post-secondary education. The Boston Opportunity Agenda and its Adult Education/Career Readiness Working Group propose to build and pilot a **Boston Adult Opportunity Network** that will consist of lead agencies partnered with other adult education providers to provide a seamless continuum of comprehensive college and career readiness services for adults, including Adult Basic Education and ESOL providers.

This commitment to supporting immigrants, evidenced at the state and city levels, provides a strong foundation for supporting and improving the system of services designed to provide immigrants with English language instruction.

The Importance of English Proficiency

The central role that English language proficiency plays in the ability of immigrants to participate fully in the economic and social life of their communities is confirmed by research.

Employment, Earnings and Other Outcomes: Research published by MassINC in 2005 found that immigrants who reported speaking English "very well" were just as likely to be employed as immigrants whose primary language is English. However, immigrants who did not speak English at all or did not speak it well were between eight and nine percentage points less likely to be employed."[10]

In addition, individuals with English proficiency earn considerably more than those with limited English skills.[11] U.S. Census data from 2000 indicate that fluent English-speaking immigrants earn nearly twice that of non-English speaking workers and have substantially lower unemployment rates. On average, an immigrant in Massachusetts who spoke only English earned $38,526 annually compared to an immigrant who did not speak English well, who earned $14,221. Even among college educated immigrants, English proficiency can mean an additional $20,000 in annual earning power.[12]

The ability to process written English also is a significant factor in labor market outcomes. Data from the 1992 National Adult Literacy Survey showed that the average annual earnings of immigrants with the strongest levels of literacy were three to four times higher than immigrants with the most limited literacy levels.[13]

The combination of English proficiency and education level also has a profound effect on immigrants' ability to obtain high-skilled, white collar jobs. In Massachusetts, "immigrants who had both a high level of education and strong English-speaking skills had the highest earnings," while those with less than a high school education who spoke English less than well were 19 percentage points less likely to be employed than their counterparts with a high school degree whose primary language was English.[14]

Researchers estimate that at least two years of post-secondary education or the equivalent in post-secondary training—both of which require sufficient spoken and written English—is increasingly required as "the minimum qualification for jobs that pay a living wage,

provide basic benefits, and offer a chance for advancement."[15] National level research has shown that higher educational attainment combined with higher literacy and numeracy proficiencies helps to improve labor market outcomes across gender, age and race-ethnic groups.[16]

These higher rates of education, employment and earnings in turn are associated not only with the labor force, but with higher rates of marriage, home ownership, payment of income, sales and other taxes and lower rates of institutionalization. Thus, by strengthening English-speaking proficiency and educational attainment of immigrants, adult basic education programs can offer benefits not only to individual immigrants, but to their larger communities as well.[17]

Children's Education: Adult proficiency in English also has been linked with children's educational outcomes. Evaluation of a family literacy-ESOL program in Chicago found that children of participating families showed significant gains in cognitive development, preliteracy and literacy skills, and vocabulary development in both Spanish and English.[18] At the same time, participating parents showed improvements in confidence when interacting with teachers, knowledge about their children's learning in school, and awareness of their responsibility for their children's education, along with improved English proficiency in areas of oral expression and reading.[19] Emerging adult literacy also helps to bridge generational divisions that may develop as children are immersed in a new language and culture as parents struggle to acquire second language skills.[20]

Health: In addition to their association with labor market outcomes, oral and written English skills are profoundly related to individual and family health. Health literacy researchers have found that in medical care settings, patients' language, comprehension and literacy skills affect their ability to communicate with health providers, follow instructions, take medications, understand disease-related information, carry out plans for managing chronic illness, and access information on patient's rights.[21]

Civic Participation: A 2004 study found that, among immigrants, stronger literacy skills were associated with greater participation in civic activities, including volunteering and following current events.[22] Limited English proficiency can be a barrier to the pursuit of citizenship, as found by a 2003 study of naturalization in the U.S.[23]

Clearly, the attainment of English language skills is central to the ability of immigrants from all countries to participate fully in the labor force and all of the activities and needs of their children and extended families.

4.
The Need for English Language Services:
Immigrants and the Limited English Proficient in Greater Boston

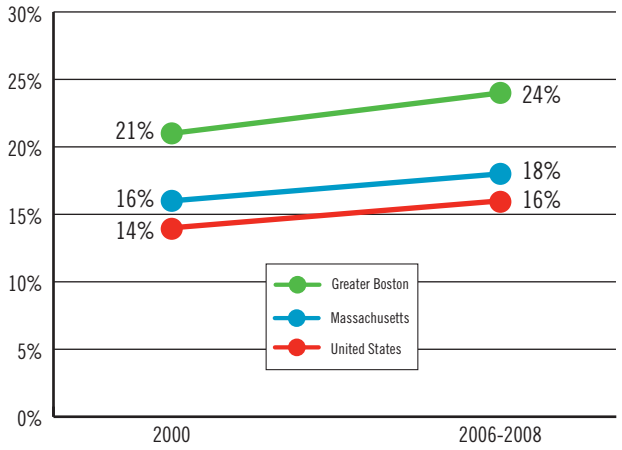
To evaluate the need for English language services in Greater Boston, it is important to understand multiple factors affecting the community's highly diverse immigrant population—especially those who need to improve their English skills or are Limited English Proficient (LEP) and those who have sought services but are on waiting lists.

The American Community Survey[1] indicates that in 2006-2008, there were 524,451 immigrants, age 16 or older, living in the 80 towns and cities of Greater Boston that are the focus of this report. The percentage of adult immigrants in Greater Boston, at 24%, is higher than in Massachusetts as a whole, at 18%, and much higher than the United States as a whole, at just 16%. See **Table 1**.

And Greater Boston's adult immigrant population has grown over the last 10 years. In 2000, immigrants made up 21% of the general population, but by 2006-2008, they made up close to one quarter of all residents. See **Chart 1**.

CHART 1

Increase in Share of Immigrants in the Population, 2000 to 2006-2008



Source: U.S. Census 2000 and American Community Survey 3-year sample 2006-2008

Educational Attainment of Immigrants

Immigrants to our state bring with them a varied set of skills and backgrounds. Analysis of recent arrivals in MassINC's 2005 study, *The Changing Face of Massachusetts*, revealed that "new immigrants were nearly three times more likely than native-born workers to lack a high school diploma, but were also more likely than native-born workers to possess a bachelor's or higher academic degree."[2]

In Greater Boston, immigrants represent a slightly more educated population than in the state as a whole. At 18%, there is a greater proportion of individuals with a master's degree, compared with the state, at 14%, and a lower proportion without a high school diploma, at 24%, compared to the state as a whole, at 27%. See **Table 2**.

TABLE 1

Immigrants in the Total Population, 16 years and older, 2006-2008

Description	Greater Boston		Massachusetts		United States	
	No.	%	No.	%	No.	%
Immigrants	524,451	24%	959,390	18%	36,792,705	16%
Native-born	1,650,621	76%	4,245,952	82%	199,275,199	84%
Total Population	2,175,072	100%	5,205,342	100%	236,067,904	100%

Source: American Community Survey 3-year sample 2006-2008

TABLE 2

Educational Attainment of Immigrants in the Greater Boston Area and Massachusetts, 2006-2008

	Greater Boston		Massachusetts	
Education Level	**No. of Immigrants**	**% of Immigrants**	**No. of Immigrants**	**% of Immigrants**
<12 or 12, No H.S. Diploma	126,262	24%	256,913	27%
H.S. Diploma/GED	126,742	24%	247,475	26%
Some College	89,414	17%	171,592	18%
Bachelor Degree	86,139	16%	144,744	15%
Master's or Higher Degree	95,894	18%	138,666	14%
Total	524,451	100%	959,390	100%

Source: ACS three year estimates, 2006-2008

TABLE 3

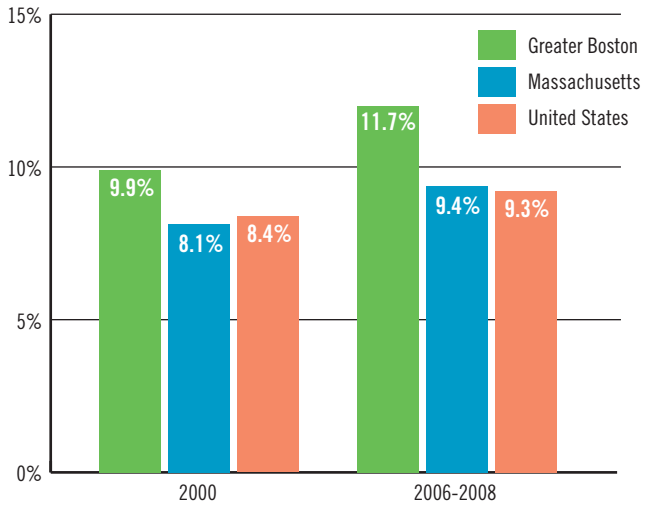
Limited English Proficient (LEP) in the Total Population, 16 years and older, 2006-2008

	Greater Boston		Massachusetts		United States	
Description	**No.**	**%**	**No.**	**%**	**No.**	**%**
LEP	253,986	12%	490,199	9%	21,890,726	9%
Total Population	2,175,072	100%	5,205,342	100%	236,067,904	100%

Source: ACS three year estimates, 2006-2008

CHART 2

Change in Share of Limited English Proficient in the Total Population, 2000, 2006-2008



Source: U.S. Census 2000 and American Community Survey 3-year sample 2006-2008

The Limited English Proficient (LEP) in Greater Boston

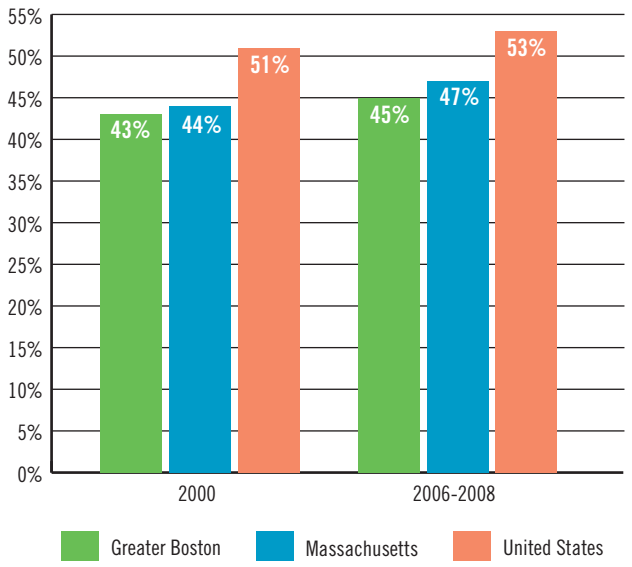
As immigrants in recent years are coming primarily from non-English speaking countries, they arrive with a wide range of levels of English proficiency. In the Greater Boston area, there are 253,986 LEP adults aged 16 or older, based on the 2006-2008 American Community Service (ACS) data, making up 12% of Greater Boston's total population. See **Table 3** and **Chart 2**.

There were 524,451 immigrants of whom 236,933 are LEP in Greater Boston. Among immigrants, the share of those who are LEP is much higher in the overall population of the U.S., at 53%, than in the population of Greater Boston, at 45%, as shown in **Chart 3**.

Since the immigrant population in Greater Boston continues to increase by about 10,000 a year, it is estimated that the net increase in the number of LEP immigrants is about 6,000 every year. To serve all of those who need English language services over the next five years, including the 236,933 who were already here in

CHART 3

Change in Share of the Limited English Proficient Among Immigrants



Source: U.S. Census 2000 and American Community Survey 3-year sample 2006-2008

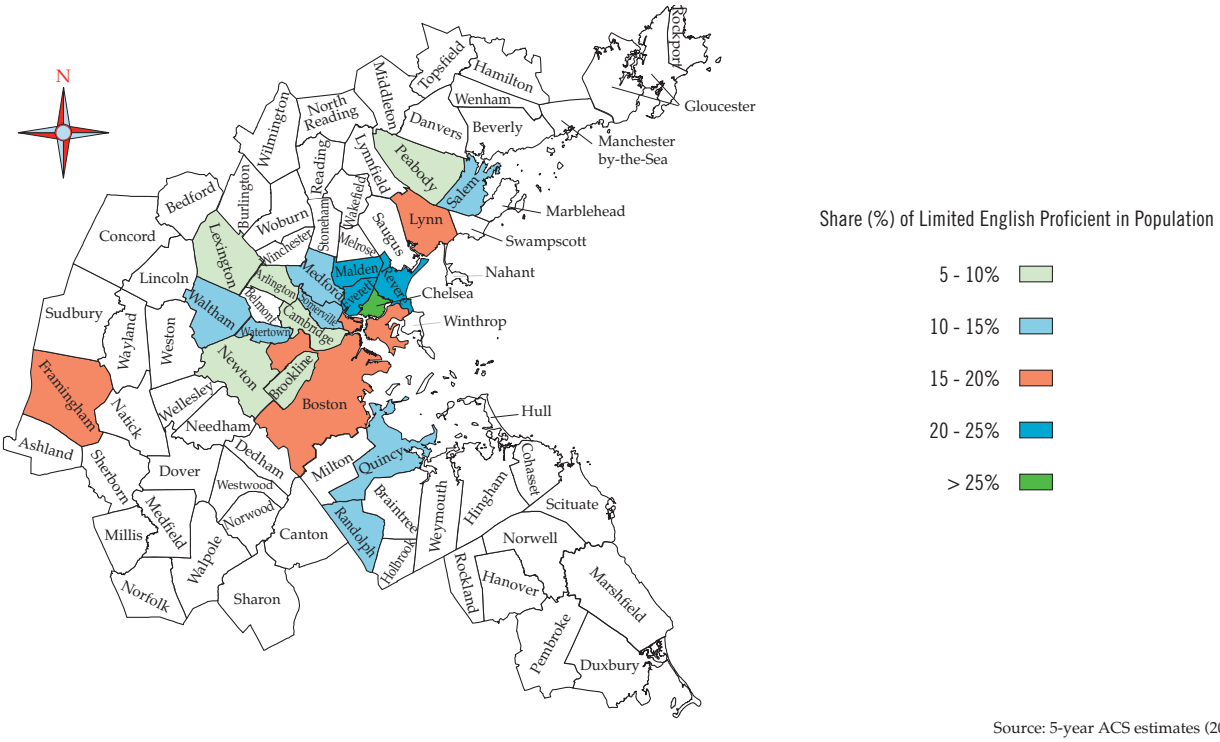
2008 and an additional 6,000 annually, more than 50,000 additional slots will be needed—or more, if including individuals who will need more than one year of services. See **Table 4**.

Geographic Distribution of LEP Immigrants in Greater Boston

Recently, the U.S. Census Bureau released new population and associated estimates of the towns and cities in Greater Boston with the highest concentrations of LEP immigrants. Based on data from 2005-2009, the LEP are concentrated in the City of Boston and in the towns immediately to the north of Boston—with Chelsea, Everett, Malden, Revere and Lynn having even higher concentrations of LEP immigrants than the City of Boston itself. Other communities with significant concentrations of the LEP are Framingham, Quincy, Randolph, Waltham, Medford and Somerville. See **Map 1** and **Table 5**.

MAP 1

Top 20 Cities/Towns with the Highest Concentration of LEP in Greater Boston, 2005-2009



Source: 5-year ACS estimates (2005–2009)

Note that these data are not directly comparable to ACS 3-year sample data cited elsewhere in this report. Unlike the other data presented, the definition of foreign-born here excludes those from Puerto Rico and US territories. Age is 5 years and older, not 16 and older as used elsewhere. Limited English Proficient is defined as speaking English less than "Very Well".

TABLE 4

Net Increase of LEP Immigrants Every Year in Greater Boston, 2000-2008

Item	No. in 2000	No. in 2008	Net Increase over 2000-2008	Net Increase per year
Immigrants	442,822	524,451	81,629	10,204
LEP immigrants	189,277	236,933	47,656	5,957

Source: 2000 Census and ACS 3-year estimates 2006-2008

TABLE 5

Top 20 Cities/Towns with the Highest Concentration of LEP Immigrants in Greater Boston, 2005-2009

Area	Population 5 years and older	LEP Persons 5 and older	LEP, 5 and older, as % of Population
Greater Boston	**2,658,262**	**277,846**	**10.5%**
Chelsea	32,731	11,754	35.9%
Everett	35,153	8,757	24.9%
Malden	52,515	12,045	22.9%
Revere	46,735	9,730	20.8%
Lynn	80,859	16,081	19.9%
Boston	**589,801**	**100,149**	**17.0%**
Framingham	61,943	10,502	17.0%
Quincy	85,592	12,190	14.2%
Randolph	28,527	3,850	13.5%
Waltham	57,453	6,761	11.8%
Medford	52,749	6,202	11.8%
Somerville	72,996	8,535	11.7%
Salem	38,479	4,280	11.1%
Watertown	30,889	3,282	10.6%
Brookline	53,038	4,486	8.5%
Cambridge	101,061	8,458	8.4%
Peabody	48,538	3,841	7.9%
Newton	78,984	5,355	6.8%
Lexington	28,695	1,831	6.4%
Arlington	38,697	1,895	4.9%

Source: 5-year ACS estimates for 2005-2009

Note that these data are not directly comparable to ACS 3-year sample data cited elsewhere in this report.
Unlike the other data presented, the definition of immigrnants here excludes those from Puerto Rico and US territories.
Age is 5 years and older, not 16 and older as used elsewhere. Limited English Proficient is defined as speaking English less than "Very Well".

The Characteristics of the LEP Population and Implications for the ESOL System

Age: Age data indicate that limited English proficiency is far more common among older immigrants in Greater Boston, with 50% of the 45-59 age group and 56% of the 60 and older group considered LEP—however a high percentage of adults aged 25-44 also are LEP, at 41%. Since learning goals differ among students of different age groups, this information has implications for the design of adult ESOL programs. Classes focused on particular age cohorts could prove to be more effective than classes comprised of people representing a wide range of ages. Some possible explanations are that the 16-24 year old age group might have more time and flexibility since they have not taken on all the responsibilities of adulthood yet, and they may have a higher interest in preparing for post-secondary education—as well as greater skills with technology. Those in the middle (ages 25-44) most likely have the most constrained time schedules and more interest in growing within their current career than preparing for a new one. Some members of the 45+ age group may have more free time, allowing for more flexible class schedules. See **Chart 4** and **Table 6**.

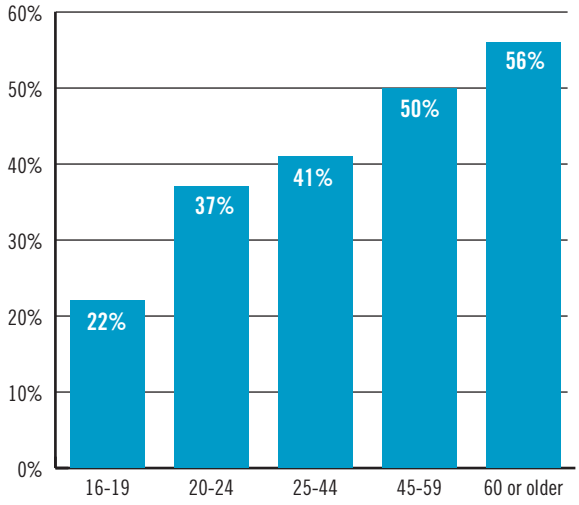
Gender: Since women often play a more significant role in rearing children, they may need more support services, such as child care, to be able to attend classes. Based on self-reporting, men and women constitute roughly equal portions of Greater Boston's LEP population, with women at 51% and men at 49%. See **Table 7**.

Country of Origin: Greater Boston area immigrants come from a wide range of countries with all continents represented. The countries of origin with the largest LEP populations are Brazil, China, Haiti, El Salvador, Vietnam and the Dominican Republic, as shown in **Table 8**. Haitian and Salvadorian immigrants figure much more prominently in Greater Boston than they do in the state as a whole. Among immigrants from Brazil and China, the largest contributors to Boston's immigrant population, 70% and 62%, respectively, are LEP.

Employment Status: As seen in **Chart 5**, in 2006-2008, LEP immigrants made up 17% of the Greater Boston workforce, up two percent from 2000, with 140,725 (42%) of the 335,212 employed immigrants being LEP. Of the total LEP population, 59% are employed—compared to 70% of immigrants who speak English "very well." See **Table 9** on page 22.

CHART 4:

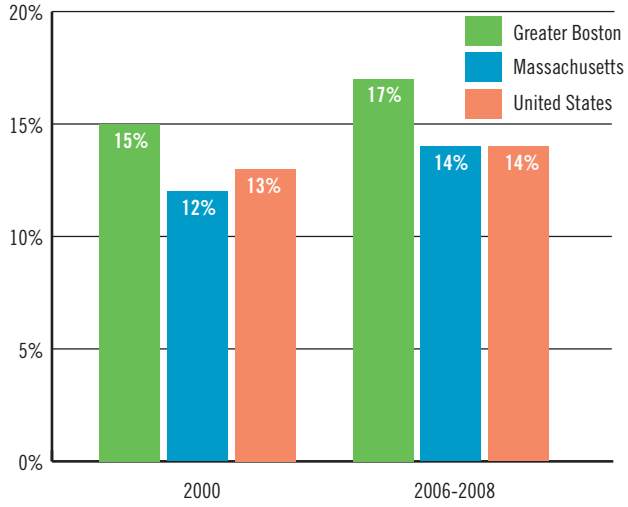
Share of Immigrant Population that is LEP by Age Distribution in Greater Boston, 2006-2008



Source: ACS three year estimates, 2006-2008

CHART 5:

Share of the LEP in the Labor Force in Greater Boston and Massachusetts, 2000 and 2006-8



Sources: 2000 Census, 2006-2008 ACS 3-year sample

TABLE 6

Age Distribution of LEP Immigrants in Greater Boston, 2006-2008

Age Group	No. of LEP	% of All LEP	Total No. of Immigrants*	% of Age Group that is LEP
16-19	2,939	1.2%	13,618	22%
20-24	16,706	7.1%	44,728	37%
25-44	100,961	42.6%	243,766	41%
45-59	60,444	25.5%	121,731	50%
60+	55,883	23.6%	100,608	56%
Total	236,933	100.0%	524,451	45%

Source: ACS three year estimates, 2006-2008

* Figures in this column include individuals who self-identified as speaking only English and speaking English "Very Well."

TABLE 7

Gender Distribution among LEP Immigrants in Greater Boston, 2006-2008

Group	No. of LEP	% of All LEP	No. of Immigrants*	LEP as % of Group/ Gender
All, 16+	236,933	100%	524,451	45%
Men	115,341	49%	259,702	44%
Women	121,592	51%	264,749	46%

Source: ACS three year estimates, 2006-2008

* Figures in this column include individuals who self-identified as speaking only English and speaking English "Very Well."

TABLE 8

Top 10 Countries of Birth of LEP Immigrants for Greater Boston and Massachusetts, 2006-2008

Greater Boston			Massachusetts	
Country	**No. of LEP**	**% of Total LEP**	**Country**	**No. of LEP**
Brazil	24,339	10.3%	Brazil	47,695
China	23,496	9.9%	Puerto Rico	47,567
Haiti	16,331	6.9%	Dominican Republic	36,304
El Salvador	15,520	6.6%	China	29,476
Vietnam	15,399	6.5%	Vietnam	23,740
Dominican Republic	14,678	6.2%	Portugal	23,197
Guatemala	9,439	4.0%	Haiti	21,053
Puerto Rico	9,286	3.9%	El Salvador	20,022
Italy	8,420	3.6%	Guatemala	14,955
Colombia	6,840	2.9%	Cambodia	10,676

Source: ACS three year estimates, 2006-2008

TABLE 9

Employment Status of LEP Immigrants in Greater Boston, 2006-2008

Group	No. of LEP	% LEP	No. of Immigrants	% of Immigrants
Employed	140,725	59%	335,212	64%
Unemployed	11,122	5%	22,233	4%
Not in Labor Force	85,086	36%	166,673	32%
Total	236,933	100%	524,451	100%

Source: ACS three year estimates, 2006-2008

TABLE 10

Relationship between English Skills and Employment and Labor Force Participation Rates in Greater Boston, 2006-2008

Item	LEP Immigrants	Immigrants Speaking English "Very Well"	All Immigrants
Employment Rate (%)	59%	70%	64%
Labor Force Participation Rate (%)	64%	74%	68%

Source: ACS 2006-2008 3 year sample

TABLE 11

Industry Sectors Employing LEP Immigrants in Greater Boston, 2006-2008

Sector	No. of LEP Persons	Total Employment	The LEP as % of Employment in Sector
Accommodation and Food Services	31,489	120,131	26%
Administrative Support and Waste Management	16,324	70,408	23%
Non-Durable Manufacturing	9,003	41,714	22%
Other Services	13,380	76,435	18%
Agriculture, Forestry, Fishing, and Hunting	557	3,281	17%
Durable Manufacturing	11,578	77,954	15%
Construction	12,972	91,356	14%
Transportation and Warehousing	6,038	52,927	11%
Healthcare and Social Assistance	23,468	253,011	9%
Management of Companies and Enterprises	155	1,966	8%
Retail Trade	13,700	173,863	8%
Wholesale Trade	2,989	40,365	7%
Real Estate, Rental and Leasing	2,715	37,738	7%
Educational Services	9,890	201,055	5%
Finance and Insurance	4,571	120,627	4%
Professional, Scientific and Technical Services	6,367	185,375	3%
Arts, Entertainment and Recreation	1,309	38,391	3%
Public Administration	1,685	63,839	3%
Information	1,297	53,705	2%
Utilities	73	7,125	1%
Total	**169,560**	**1,714,300**	**10%**

Source: ACS three year estimates, 2006-2008

TABLE 12

Poverty among LEP Immigrants in Greater Boston, 2006-2008

Group	No. of LEP	% of All LEP	No. of Immigrants	LEP as % of Group
Not Poor	199,238	84%	462,006	43%
Poor	37,695	16%	62,445	60%
Total	236,933	100%	524,451	45%

Source: ACS three year estimates, 2006-2008

As **Table 10** shows, the likelihood of employment for immigrants who are LEP is much lower, at 59%, than those speaking English "very well," at 70%. Figures for participation in the labor force are similar, with 64% of LEP immigrants compared to 74% of those who speak English "very well." "Labor force" figures include those who work and those who want to work but are unemployed.

Sectors Employing LEP Immigrants: The sectors with the largest concentrations of LEP workers offer opportunities for workplace-based ESOL services or employer-based public/ private partnerships for ESOL services. Learning to speak, read and write in English can be easier and more compelling for adults when the content is of high interest to them, especially if it relates to their jobs or family.[3] In addition, focusing learning in these contexts can improve students' general functional literacy in English, particularly their vocabulary.

In Greater Boston, the highest concentration of LEP workers are in the sectors of: Accommodations and Food Services; Administrative Support and Waste Management; Non-Durable Manufacturing; Other Services; Durable Manufacturing; and Construction; Transportation and Warehousing; and Healthcare and Social Assistance sectors. See **Table 11**.

Poverty: Poverty among the LEP immigrant population is a strong indicator of the need for publicly-funded ESOL programs as well as related support services, such as transportation and child care, which can be significant barriers to accessing ESOL classes. With respect to their economic status, 62,445, or 12%, of Greater Boston's immigrants are poor—and 37,695, or 60%, of those poor immigrants are considered LEP. See **Table 12**.

Languages Spoken: In sheer numbers, Spanish speakers represent Greater Boston's largest immigrant group, at 112,995, with 72,412, or 64% considered LEP. The next largest group is made up of Portuguese-speaking immigrants, at 46,605, with an even higher percentage considered LEP, at 69%. Of the 35,266 Chinese speaking immigrants, 61% are LEP. And, although they represent smaller numbers, at 17,408, the proportion of Vietnamese speakers classified as LEP is the highest of all groups, at 81%.

Literacy: Of the top 20 language groups in Greater Boston, more than half speak a language that does not have a Roman alphabet, and a few, such as Chinese/ Mandarin speakers, have a non-alphabet script. The majority of immigrants in Greater Boston are Spanish speaking—many of whom are from Central America—and many have limited literacy skills. Strucker and Davidson's 2003 study of reading skills among adult basic education and adult ESOL students, many from the Boston area, found that 20% of native Spanish speakers in ESOL classes had inadequate native language literacy skills.[4] And the 2004 National Assessment of Adult Literacy found that 44% of Spanish-speaking adults had extremely low literacy skills in English, and that this percentage had increased from 35% in the 1992 assessment. National Assessment of Adult Literacy (NAAL) data on adults whose native language was not English indicated that average literacy levels are lower for adults who learn English at an older age.

Level of Education Completed: A study of 495 adult ESOL students' reading improvement across 13 adult ESOL programs in seven states found that years of formal schooling in native country were significantly related to growth in English reading skills, such that "the more schooling [students had], the greater their development of basic reading skills."[5] In an unpublished comparison of three states' National Reporting System adult basic

TABLE 13

Top 20 Languages Spoken at Home by LEP Immigrants in Greater Boston, 2006-2008

Language Spoken at Home	Total	LEP #	LEP % (of immigrants speaking language)
Spanish	112,995	72,412	64%
Portuguese	46,605	32,049	69%
Chinese	35,266	21,464	61%
Vietnamese	17,408	14,039	81%
French Creole	23,884	13,940	58%
Russian	21,992	12,096	55%
Italian	14,958	8,462	57%
Cantonese	10,400	7,023	68%
French	15,677	6,085	39%
Arabic	10,652	5,782	54%
Korean	8,541	4,656	55%
Mon-Khmer, Cambodian	4,434	3,212	72%
Greek	6,472	3,161	49%
Japanese	5,519	2,907	53%
Albanian	3,933	2,515	64%
Mandarin	4,974	2,147	43%
Polish	4,353	2,135	49%
Hindi	8,564	1,908	22%
Gujarati	3,606	1,507	42%
Bengali	3,025	1,280	42%

Source: ACS three year estimates, 2006-2008

education program data, researchers also found that amount of prior education was significantly related to learning achievements for adult ESOL students—the more formal education completed, the more likely the student was to demonstrate learning gain, when number of hours attended was held constant.[6] A study of the reading skills of over 200 adult ESOL students, most of whom were Spanish-speaking, found that ESOL Spanish speakers' reading ability in Spanish was directly related to years of Spanish school completion: the more years completed, the stronger the skills.[7]

Many LEP immigrants have low levels of education, as shown in **Table 14**. Some 38% have no high school diploma and 29% have only a high school diploma. Of those immigrants with no diploma, 72% are LEP; and of those with a diploma, 55% are LEP. These figures suggest that many LEP immigrants are likely to need instruction in basic reading, writing and math as well as English, requiring more intensive services over a longer time period. However, many LEP immigrants do have post-secondary degrees: 11% have a bachelor's degree, 8% have a master's or higher and 13% have some college experience. Even among college-educated immigrants, however, notable percentages are LEP: 35% of those with some college; 30% with a bachelor's degree; and 21% with a master's degree or higher.

Waiting Lists: The Population Seeking ESOL Services

A smaller subset of the population described above as LEP is actually attempting to obtain ESOL services but unable to receive them. The only data available to estimate the number of those seeking services come

TABLE 14

Educational Attainment of LEP Immigrants in Greater Boston, 2006-2008

Education Level	No. of LEP	Percentage of LEP	No. of Immigrants	Percentage of Ed. Level that is LEP
<12 or 12, No H.S. Diploma	90,523	38%	126,262	72%
H.S. Diploma/GED	69,282	29%	126,742	55%
Some College	31,739	13%	89,414	35%
Bachelor Degree	25,555	11%	86,139	30%
Master's or Higher Degree	19,834	8%	95,894	21%
Total	236,933	100%	524,451	45%

Source: ACS three year estimates, 2006-2008

from the waiting lists that are maintained by ESOL programs forced to turn away potential students for lack of space. Practitioners report that, in some programs, potential students stay on waiting lists for two years—and that most of the people on waiting lists are seeking services at the beginning levels of instruction.

Programs funded by the Commonwealth's Department of Elementary and Secondary Education (ESE) are expected to maintain waiting lists and report the number of people on those lists for the state's on-line data collection system, called SMARTT, and to maintain data at least annually. These data may overstate the total number, since individuals may be double counted if they are on waiting lists for more than one program, and could be under counted, since programs may not keep their waiting lists up to date. In addition, non-ESE-funded program are not required to keep waiting lists.

Table 15 below provides waiting list data for both ABE and ESOL as reported in the SMARTT system in December of 2010. As of this period, more than 10,000 people were seeking ESOL services in the Workforce regions that include Greater Boston. Although imprecise, this figure provides some approximation of the unmet demand for services. Within Boston proper, more than 79% of those on waiting lists are seeking ESOL services (3,614), nearly four times the number seeking ABE services (932). In the Metro North region, which includes Cambridge, Somerville, Everett, Chelsea, and Malden, an even higher percentage (94.8%) of people on waiting lists are seeking ESOL services.

TABLE 15

ABE and ESOL Waiting List Data for Local Workforce Investment Board Areas in Greater Boston, as of December 2010

Workforce Region	Persons on the Waiting List for ABE and ESOL				
	ABE No.	ABE %	ESOL No.	ESOL %	Total No.
Boston	932	21%	3,614	80%	4,546
Metro North	194	5%	3,508	95%	3,702
Metro South/West	93	5%	1,704	95%	1,797
North Shore	488	41%	705	59%	1,193
South Coastal	13	5%	270	95%	283
Total	**1,720**	**16%**	**9,801**	**84%**	**11,521**

Source: Massachusetts Department of Elementary and Secondary Education (ESE)

Framingham Adult ESL Plus: Creating Learning Opportunities for Those on Waiting Lists

Framingham Adult ESL Plus is a large program that serves 650 students in 30 ESOL classes, which are offered both during the day and in the evenings. Even this large capacity is inadequate, however, since 550 additional students are on the program's waiting list. To provide learning opportunities for those on the waiting list, the program has set up "prep classes," available to the first 100 people on the waiting list. There are seven prep classes offered in the evening and two during the day. These are taught by volunteer teachers using teaching materials provided by the program.

Because approximately 40% of the population in the South Coastal and Metro South/West regions falls outside the Greater Boston area as defined by this report, a more conservative estimate of the ESOL waiting list total would be lower than the 9,801 reported in **Table 15**. The 21 non-ESE programs that responded to the Provider Survey reported maintaining waiting lists, and the total estimate of students on those waiting lists was 508. Assuming the 31 non-ESE programs that did not respond to the survey had similar waiting lists, it can be inferred that some 1,000 people are waiting for non-ESE slots. Thus, a rough estimate of the unmet demand for ESOL services is 10,000 students.

Programs strive to have some way to provide services to every student who shows up seeking ESOL services, including those on waiting lists. Framingham Adult ESL Plus and Jamaica Plain Community Center offer two types of approaches to serving wait-listed students. (See sidebars for descriptions.)

Our findings confirm that there is significant unmet demand for ESOL services in the Greater Boston area, and that the LEP population in need of services presents a number of challenges, such as managing the schedules of adults balancing multiple roles of worker and parent and addressing the basic skill needs of the many who lack a high school credential. At the same time, a portion of the LEP possess college level skills, which if complemented by English proficiency, can allow them to be full contributors to the economic and social lives of the Greater Boston area.

Jamaica Plain Community Center's Distance Learning Program

One of the most difficult challenges facing ESOL providers is the mismatch between the demand for English classes and the number of class spots available. In many cases, potential students eager to learn English have to wait a year or even two for a space to become available. The Distance Learning Program of the Jamaica Plain Community Center's Adult Learning Program offers an innovative solution for some of the students on its 400 person waiting list. The program, which serves 20 students at a time, provides a self-paced, individualized computer-based program for ESOL students. Students first attend an in-person orientation and then move through an online curriculum at their own pace, with detailed teacher feedback twice weekly via email, phone, and increasingly, Skype video chats. Most students in the program have access to a computer at home, and they can borrow a computer video camera from the center if needed. The curriculum is currently available at three proficiency levels, beginning with low intermediate, and the center is introducing a new program to bridge the gap to an online GED program. In addition to teaching English, the program's director says distance learning helps students become more independent and self-confident. While some of the students eventually move into regular classes, others find they prefer the flexibility and individualization of distance learning and opt to stay in the program even if a class space becomes available.

5.
An Overview of the ESOL System

As the demand for ESOL services has grown, Massachusetts and the City of Boston have responded by developing a system of state-wide and city-wide services, which is reinforced by services funded through non-public sources. This chapter describes:

- funding for ESOL services;
- the types of organizations providing services;
- the nature of the services offered;
- characteristics of the staff who provide services; and
- initiatives that support program and teacher quality.

The focus here is primarily on publicly funded services, since information is readily available, although we also include information about other funding sources gathered through a Provider Survey.

In addition to a description of the system, short profiles of several programs currently operating in the Greater Boston area are included to provide insight into how programs work. Also provided is information on the background and preparation of ESOL educators and efforts on the part of the Massachusetts Department of Elementary and Secondary Education (ESE) to establish and support high quality adult education and ESOL programming.

Funding for ESOL Services

ESOL services in Massachusetts are funded through a combination of regional, federal, state, city and other sources, as shown in **Table 16** on page 28. The majority of funding comes from ESE, which administers adult education programs, including ESOL instruction throughout the state through its Adult and Community Learning Services (ACLS) unit.

Program funding supports a range of activities, including:

- teacher and program staff salaries;
- materials, space and equipment, such as computers;
- counseling;
- professional development;
- coordination of technology and Americans with Disabilities Act compliance; and
- community planning, including working with local organizations to leverage local resources and align services with community resources and needs.

Over the last two decades, Massachusetts has shown a serious commitment to increasing funding for adult education, as seen in **Table 17** on page 29. The findings of a state Adult Education Committee released in 1995 documented the significant need for services and recommended annual increases in funding to address unmet need and quality improvement. This report helped to generate the political will necessary to increase state investments in the field, which, combined with federal resources, grew from $11.7 million in 1995 to $40.7 million in 2000.[1]

Since 2000, statewide funding for adult education has remained relatively steady—at $39.7 million in 2010, of which $23.9 million is targeted to ESOL. In the period 2000-2010, investment per student increased from $1,657 to $1,948. The average number of hours per student increased from 103 to 131, while the cost per student hour decreased from $16.15 to $14.88. During the period 2000-2010, the number of ESOL students being served overall declined slightly, from 13,642 to 12,263, but the percent of adult education funding for ESOL increased slightly, from 56% to 60%, reflecting an increase in the share of ESOL students served by the adult education system.

In FY10, the City of Boston received $7.1 million from ESE for ESOL services. In the Greater Boston area, ESE spending totaled $12.8 million, serving 5,839 students with a per student expenditure of $2,202.

In addition to state and federal funds administered by ESE for ESOL services in Boston, funding comes from the City of Boston, through its Office of Jobs and Community Services, as well as the state's Executive Office of Labor and Workforce Development, through a number of state-level initiatives (e.g., the Workforce Competitiveness Trust Fund).

TABLE 16

Funding Sources for ESOL Services

Federal Sources[1]	State Sources	Regional Sources	City of Boston Other Cities and Towns	Philanthropic Organizations	Other
Department of Education • Workforce Investment Act (WIA) Title II • Even Start • Special Education • Elementary and Secondary Education Act Title I (Incarcerated Youth, Children in Department of Social Services) **Department of Labor** • WIA Titles I, III **Department of Health/ Human Services** • Welfare/ Transitional Assistance for Needy Families • Head Start* **Department of Housing & Urban Development** • Community Development Block Grants • McKinney-Vento Homeless Assistance Act*	**Department of Elementary and Secondary Education** • MA Education Reform Act (incl. state appropriations) • Management of U.S. Department of Education funding **Executive Office of Labor and Workforce Development** • Workforce Training Fund • Workforce Competitiveness Trust Fund • Learn at Work **Executive Office of Health & Human Services** • Department of Transitional Assistance • MA Office for Refugees and Immigrants • MA Rehabilitation Commission **Other** • Department of Corrections • Board of Higher Education • Board of Library Commissioners	**Workforce Investment Boards** **One-Stop Career Centers**	**City of Boston/Other Cities and Towns** • Office of Jobs and Community Services **Public Entities** • Local Human Services Depts. • Public School Districts • Public Libraries • Local Housing Authorities	**Philanthropic Foundations** (e.g., Barr Founation, Boston Foundation, Clowes Foundation, Hyams Foundation, Ludcke Foundation, McGrath Family Fund (Highland Street Foundation), Carl and Ruth Shapiro Foundation) **Corporate Foundations** (e.g., Partners HealthCare, Tufts Medical Center, Citizens Bank Foundation, Liberty Mutual Foundation, State Street Foundation, Verizon Foundation, Carl & Frank Adams Mem. Fund (Bank of America Philanthropic Management)	**Public-Private Partnerships** • English for New Bostonians • SkillWorks **Labor Unions** (e.g., UNITE HERE Local 26, SEIU 1199) **Employers** (e.g., Legal Sea Foods, Inc., State Street Bank and Trust, UGL-UNICCO) **Nonprofit Organizations** (e.g., Friends of the Community Learning Center, Cambridge; Harvard University) **Individual contributions** for fee-based services

[1] Federal Sources go to programs via state entities unless otherwise indicated with an * in which case funds flow from federal source directly to programs

TABLE 17

Massachusetts Statewide Funding Trends for Adult Education, 1995-2010

	State Funding	Federal Funding	Other	Total Funding	# ESOL Students	ESOL Funding	ABE/ESOL Investment/ Student	Student Hours Provided	Investment/ Student Hour	Hours/ Student
1995	$4,205,465	$4,933,272	$2,528,560	$11,667,297	6,418	$4,987,393	$ 777.09	1,406,955	$8.29	94
2000	$30,201,751	$7,078,120	$3,418,087	$40,697,958	13,642	$22,606,846	$ 1,657.15	2,520,406	$16.15	103
2001	$30,949,464	$8,679,530	$3,709,754	$43,338,748	13,615	$24,531,537	$ 1,801.80	2,910,113	$14.89	121
2002	$29,348,877	$11,266,950	$4,669,992	$45,285,819	13,938	$25,775,635	$ 1,849.31	2,926,068	$15.48	119
2003	$28,107,237	$9,027,470	$4,690,881	$41,825,588	12,273	$24,057,995	$ 1,960.24	2,530,632	$16.53	119
2004	$27,813,209	$10,620,213	$4,931,461	$43,364,883	11,888	$23,891,080	$ 2,009.68	2,565,239	$16.90	119
2005	$29,155,979	$10,546,004	$3,753,373	$43,455,356	12,013	$24,339,295	$ 2,026.08	2,584,533	$16.81	121
2006	$32,272,759	$10,461,211	$3,499,045	$46,233,015	13,014	$27,042,854	$ 2,077.98	2,692,408	$17.17	121
2007	$30,866,120	$10,439,214	$1,343,752	$42,649,086	14,587	$26,832,962	$ 1,839.51	2,936,613	$14.52	127
2008	$30,101,384	$10,486,339	$1,214,739	$41,802,462	13,264	$25,544,451	$ 1,925.85	2,752,589	$15.19	127
2009	$30,176,378	$10,300,348	$1,030,788	$41,507,514	13,101	$25,303,147	$ 1,931.39	2,844,454	$14.59	132
2010	$29,045,483	$9,620,841	$1,025,763	$39,692,087	12,263	$23,893,970	$ 1,948.46	2,666,839	$14.88	131
Averages/Totals				**$34,851,913**	**11,676**	**$19,781,677**	**$ 1,642.41**	**2,358,333**	**$14.28**	**113**

Source: Massachusetts ESE

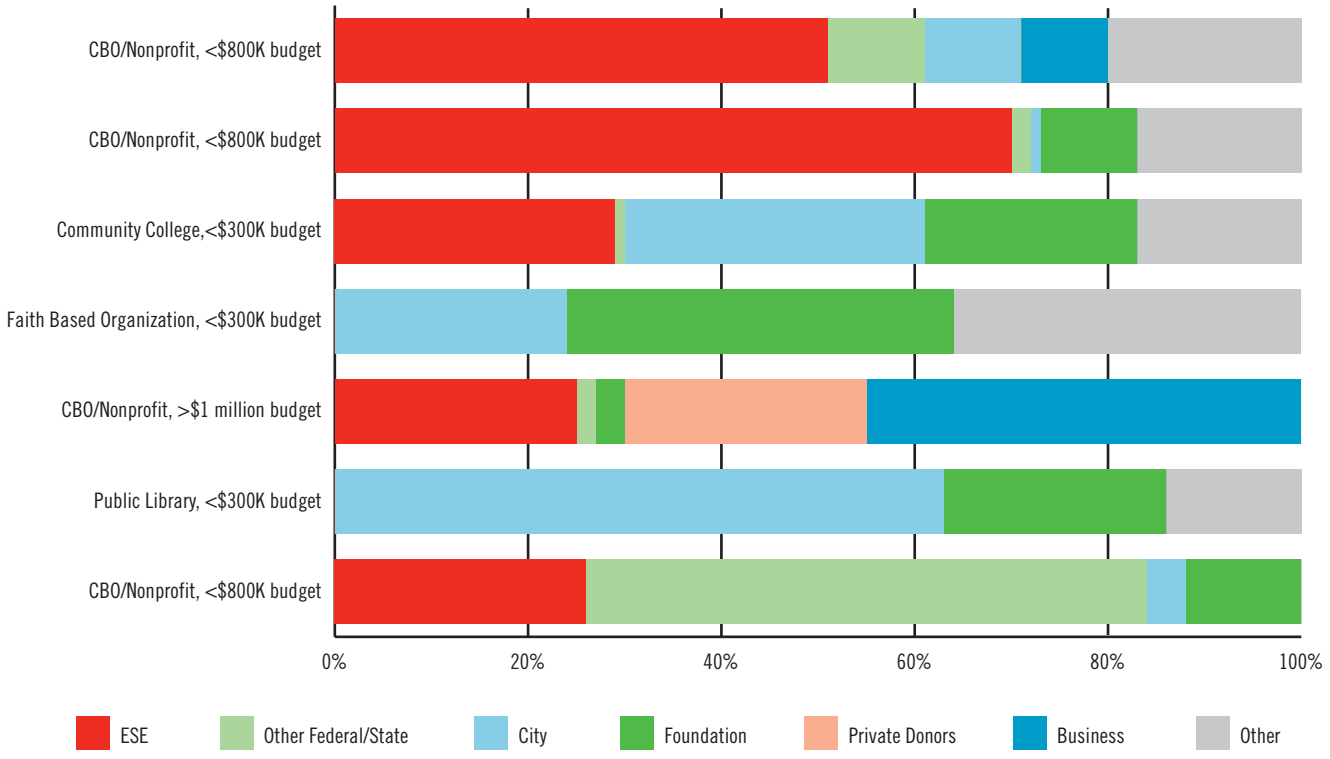
Public resources are complemented by contributions from numerous private and corporate foundations, businesses and individual donors. These funds are distributed to programs both as primary sources of funding and as supplements to public funds. Finally, individual students contribute their own resources through tuition and fees in non-ESE programs.

In addition to institutional funding for programs, some communities take an active role in mobilizing resources for ESOL (see sidebar on ESOL Services in Framingham). One of the largest sources of combined public-private ESOL funding in Boston is English for New Bostonians (ENB), a strategic public-private-community partnership initiated by the Mayor's Office of New Bostonians in 2001 to address the City's increasing need for ESOL services. In FY10, ENB supported 23 programs serving 1,403 students in ESOL classes (including 102 students in distance learning programs), with a budget of $1.1 million. ENB itself is funded by multiple (16) sources, including the City of Boston, businesses, and corporate and private foundations.

It is difficult to determine the entire investment made in ESOL services in the Boston area without an in-depth analysis at the program level because of the way that funds are distributed from multiple sources to multiple initiatives and individual programs. For example, in FY10 the City of Boston's Office of Jobs and Community Services invested $1.4 million in ESOL services. These funds were distributed as contributions to: adult education programs that are also funded by ESE; other programs that received grants to specifically offer "English for Employment" services; two Boston-based adult education/training initiatives (SkillWorks and English for New Bostonians), which in turn distributed grants to individual programs; and Workforce Investment Act training vouchers administered by Boston's workforce development system to support student participation in English for Employment services. The

CHART 6

Distribution of Funding Sources for Selected ESOL Programs, FY10



Source: CommCorp ESOL Provider Survey 2010.

"Other" includes: tuition/fees, work study funds

funds distributed by the City of Boston do not include the City's additional investments in the staff needed to support and administer these initiatives or the costs of convening providers and coordinating among agencies.

Funding for Individual Programs: An array of funding sources support individual ESOL programs and even a single "seat" or slot within a class may be funded by multiple sources. **Chart 6** shows the variety of funding sources used to support services at a sample of organizations in Greater Boston. These data reveal the diversity of funding sources and highlight the importance of public funding in supporting ESOL services, as well as the significant contributions made by foundations to supplement these funds.

Community Support for ESOL Services in Framingham

About 10 years ago, an article appeared in a local newspaper about people sleeping outside to sign up for English classes in Framingham. A young female bank president read the article and decided she needed to do something to address the problem. She not only raised money among businesses to offer four English classes, but put together a core group of bankers and business owners to create the Metrowest ESL Fundraising Committee. They held a fundraising dinner for businesses to support ongoing ESOL classes and a tradition began—the 11th annual dinner was held in March of 2010. In recent years, support for the program has moved away from large companies and toward individual donors. In the past, the fund has raised $50,000-$60,000 annually, but in the economic downturn of the past few years they have raised closer to $40,000 or $50,000.

State and federal funds for ESOL services also flow through the Workforce Development System.[2] For example, dislocated and unemployed workers can access training vouchers, paid by Workforce Investment Act Title 1 funds through One-stop Career Centers. State funds for ESOL services are also provided through the Workforce Training Fund (WTF), which draws on employer contributions to unemployment insurance taxes to support workplace-based training. In FY10 the WTF provided more than $155,000 for employer-based ESOL services to 81 people in Massachusetts.

Community Support for ESOL Classes in Brockton

Another example of community involvement for ESOL is the HarborOne Multicultural Center, a program that supports a combination of good social policy and good business practice. As a credit union based in Brockton, HarborOne has cultivated relationships with the large immigrant community in the city for many years. When the subprime lending crisis hit, those relationships suffered. Managers at HarborOne realized they needed to rebuild the community's trust and that Brockton's residents needed help to avoid predatory lending practices. Their solution, the HarborOne Multicultural Banking Center, has developed into an award-winning model program that provides ESOL classes as well as a range of other financial education programs to the Brockton community. Currently, the center offers both beginning and intermediate ESOL classes at several different times during the week. In addition to English classes, the Multicultural Banking Center offers classes in several different languages in financial literacy, credit coaching, pre-foreclosure, and citizenship test preparation. While the ESOL teachers are hired from outside the company, internal multilingual bank employees teach the financial classes. Students pay a modest materials fee, which can be paid over time if needed, while the Center covers teacher salaries and other program costs. The program has served more than 3,000 students since it opened in 2007. Total operating costs run about $300,000 per year, but HarborOne recoups these expenses through the new business generated by the program.

As mentioned above, ESOL services are also funded via other education and training initiatives that work through public-private industry sector partnerships to support individuals in attaining family-sustaining jobs while providing employers with skilled workers. These include SkillWorks, a multi-year initiative to improve workforce development in Boston that combines the resources of government, businesses, foundations and community organizations to help individuals attain family-sustaining jobs. SkillWorks extended ESOL services to more than 50 people through four grants in FY10.[3] Another source of funding is the Workforce Competitiveness Trust Fund, a multi-year initiative of

the Executive Office of Labor and Workforce Development.[4] In these cases, ESOL services are included as part of a set of training opportunities to build skills and promote worker productivity and advancement.

Individual employers also play a role in supporting ESOL services through workplace education programs. In Greater Boston, and throughout Massachusetts, workplace education funded by employers is often combined with support from the public sector (such as the WTF), and labor organizations. In addition to monetary support for services, employers often provide a range of in-kind support for ESOL services, including space, equipment and staff time to help coordinate the program and support worker participation.

Another initiative funding ESOL, launched in April of 2010, is the Massachusetts Learn at Work Program, a $1.1 million effort jointly funded by the ESE and the state's Executive Office of Labor and Workforce Development. Learn at Work provides Adult Basic Education (ABE) instruction to employees in a number of sectors, including health care, food preparation and distribution, transportation and warehouse/distribution. Programs are funded through grants from the state and include employer contributions of cash and in-kind support. Prior to Learn at Work, since 1987 ESE had provided grants for three- to five-year workplace education programs, in an effort to plant the seeds for the institutionalization of employer-funded workplace education.

For example, through a three-year grant from ESE, the Asian American Civic Association provided ESOL services to employees at Tufts Medical Center. As a result, staff at Tufts saw improvements in participants' ability to communicate with staff and supervisors, which ultimately had a positive impact on patient care and the capacity of participants to communicate outside of work, which in turn increased their motivation and loyalty to their workplace. Given their positive experience, when the ESE grant came to a close, Tufts decided to fund the continuation of these services at its own expense.

Another avenue for funding ESOL students is through ABE classes, which often receive students transferring from ESOL classes. In FY09, 40% of students in ABE classes were non-native English speakers, and 14% had taken ESE ESOL classes.

Finally, ESOL services are funded by individuals and corporations that pay tuition for fee-based services, such as those offered through private schools in Boston and through various colleges.

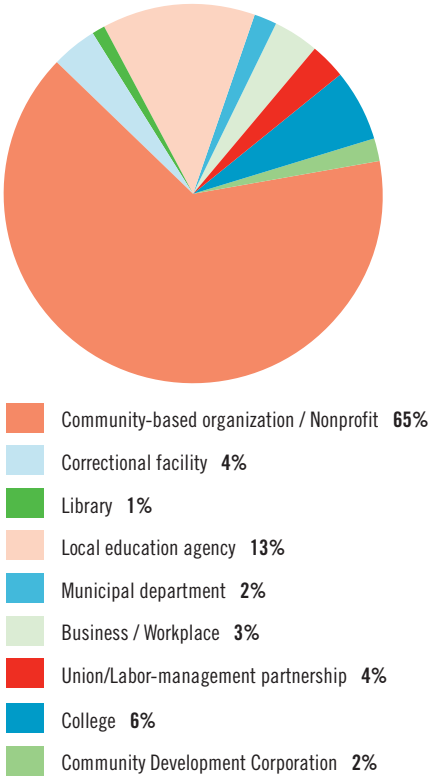
Although it is difficult to put a dollar figure on the total investment made in ESOL services in Greater Boston, what is clear is that the field benefits from a strong commitment at both state and city levels to provide financial support for English language services, as well as additional funding through foundations, corporations and employers. Despite this support, the ESOL system still faces the challenge of mobilizing sufficient resources to meet the high level of demand for these services.

Types of Organizations Providing Adult ESOL Instruction

The network of organizations providing ESOL services in Greater Boston include community-based organizations, public school systems, community colleges, labor organizations, faith-based organizations and employers,

CHART 7

Types of Organizations Offering ESOL in Greater Boston, FY10



Source: CommCorp analysis of 110 sites receiving Provider Survey.

as shown in **Chart 7**. Community-based organizations are, by far, the largest suppliers, with a wide range of size and capacity—from small grassroots organizations that work with a single ethnic or national group to large providers with multiple locations and a varied portfolio of services.

A number of colleges, universities and for-profit English schools provide fee-based services to English language students in the Greater Boston area. These schools and colleges provide instruction to a range of students, including employees of multi-national corporations, foreign students preparing to study in the U.S. and other immigrants seeking to improve their English. Some schools, such as the Boston Language Institute, also offer certificates in Teaching English as a Foreign Language (TEFL) to prepare teachers for work in the U.S. or abroad. While these schools offer classes in beginning to advanced levels of English, they generally do not offer services to individuals who are not literate in their first language. Limited information is available, without further research, on such schools offering fee-based classes, even though such schools likely are an important provider for LEP individuals, especially for immigrants with employment, a college education and financial resources.

In the sections below, we describe in more detail programs funded in Greater Boston through ESE, community colleges, and English for New Bostonians.

ESE-funded Programs: The ESE-funded system of programs has long formed the core of ESOL services available in Massachusetts and Greater Boston. Providing education to immigrants has been a part of the mission of ESE since the late 1800s when the Division of Americanism was charged with helping immigrants transition to life in the U.S.[5] Today, ESOL services are administered by ESE through the division of Adult and Community Learning Services (ACLS). The mission of ACLS is:

> *"To provide each and every adult with opportunities to develop literacy skills needed to qualify for further education, job training, and better employment, and to reach his/her full potential as a family member, productive worker, and citizen."*
>
> —Adopted in 1993[6]

Today, ESE funds 44 programs operating at 58 sites in the Greater Boston area (some organizations offer programs at multiple sites). These programs are offered by a range of providers, including community-based organizations, public school systems, community colleges, labor organizations, faith-based organizations, and employers. Programs vary in format: some use a classroom-only format, while others offer tutoring as a supplement to classes or as an option for individuals on waiting lists. In addition, some programs offer distance learning as either a substitute or supplement to classroom-based instruction.

TABLE 18

Other Instructional Services Offered by Providers to ESOL Students in Greater Boston, FY10

Services Offered	No. of Sites	% of Sites
One-on-one tutoring	27	59%
College preparation	15	33%
Citizenship classes	14	30%
Health education	13	28%
Family literacy	7	15%
Native language literacy	6	13%
Distance learning	6	13%
Spanish GED	5	11%
Computer classes	3	7%
Financial literacy	2	4%

Source: 47 respondents to CommCorp Provider Survey

ESE-funded programs provide ESOL services at three levels—basic, intermediate and advanced—according to a set of nationally-recognized "Student Performance levels" (SPLs), which take into account an individual's general language ability, listening comprehension, reading and writing ability and oral communication in English.[7] Basic ESOL corresponds to SPL 0-3; Intermediate ESOL to SPL 4-5; and Advanced ESOL to SPL 6-7. ESOL services are provided through core ESOL classes, which focus on oral English skill development with some attention to reading and writing as well.

In addition, ESOL instruction is provided through family literacy programs, which aim to develop English skills for students in the context of their role as parents, and workplace education programs that offer employees of participating businesses English instruction contextualized to the workplace. ESE also supports three distance learning programs in the Boston area that employ a "blended" learning model. This model combines ongoing, regularly scheduled face-to-face instructional support with distance learning for students simultaneously enrolled in ESOL classes or for those who are using distance learning as their primary learning mode, as they may be on waiting lists, or between enrollment in formal classes.[8]

Programs also offer a number of instructional services designed to meet LEP student needs. **Table 18,** on page 33, presents data from the Provider Survey as a sample of the range of additional instruction that programs provide.

ESE also funds "transitions programs" that provide important opportunities to support LEP students in moving from the ABE/ESOL system to post-secondary training and education. Transitions programs provide preparation of foundation skills in academic reading, writing and math necessary for post-secondary education, along with practical skills in areas such as studying, research and time management that prepare students for higher level learning. Currently, ESE supports 12 ABE Transition to Community College programs based at community colleges in the state, including one in Boston, although not all of these focus on ESOL students.

In the past decade, as the field has learned from research about the importance of ensuring that all adults have the opportunity and skills to attend college, the adult education system has focused more on transition to post-secondary education. Some programs—based either at an adult ESOL program or a community college—try to prepare adult ESOL students with English oral and literacy skills to strengthen their academic vocabulary, reading and writing skills so that they can start college through a Composition I course rather than have to take fee-based ESOL developmental education classes at a community college. Few examples of ESE-funded transition programs specifically targeted to ESOL students currently exist in the Boston area. However, the Community Learning Center's *Bridge to College Program* provides some insight into how a transitions program works for ESOL and ABE students (see sidebar next page).

Community Colleges and Public Colleges Providing ESOL: Public post-secondary institutions are another group of major providers in the ESOL system. In addition to offering English classes on a tuition basis, many colleges offer free or subsidized programs and workplace learning programs for local employers. Many also partner with Workforce Investment Boards, employers, community-based organizations, and unions to provide ESOL as part of adult basic education and workforce development initiatives. Four two-year community colleges have campuses in the Greater Boston area (Bunker Hill, Massachusetts Bay, North Shore, and Roxbury), with about 4,000 enrollments in tuition-based ESOL courses per academic year. Three four-year public colleges located in the area (University of Massachusetts Boston, Framingham State University, and Salem State College) also offer ESOL classes[9]. See Appendix E for a list of ESOL offerings by community and public colleges.

English for New Bostonians: As the ESE system has never been able to fully meet the needs of the population seeking ESOL services, other initiatives have been developed to support and supplement that system. English for New Bostonians (ENB), a public/private/community partnership supported by the City of Boston, foundations, corporations, nonprofits, and community organizations, works to:

- support high-quality, accessible ESOL programs;
- expand Boston's capacity to serve English language students;
- test new strategies to reach students at home, in the community, and at work;
- encourage new investment by diverse stakeholders;

The Community Learning Center
Bridge to College Program

Providers of ESOL and ABE have become increasingly aware of the need to help their students transition from basic education programs to postsecondary education. The Community Learning Center (CLC), a division of the Cambridge Department of Human Service Programs, offers a Bridge to College Program as part of its free adult basic education services. CLC serves more than 1,000 people each year, with 20 students per year taking part in the Bridge to College Program. The 28-week program is designed to ensure that participants are ready to undertake college level or college preparatory work.

Participants consist of graduates of other CLC ESOL or ABE programs as well as other community members, and include a mix of immigrants and native born students. The design of the program was guided by learning from the National College Transitions Network, which suggests four key areas to support successful transitions: 1) college knowledge; 2) personal readiness (e.g., time management, study skills); 3) career awareness; and 4) academics. These areas are integrated with skill development in reading, writing, math and computer literacy.

Eighty percent (80%) of CLC Bridge program graduates go on to college. Program staff conduct follow-up calls to students several times a year in order to monitor their progress toward entering and completing a degree. A variety of local foundations supports students in their next steps. Most graduates attend Bunker Hill Community College (BHCC), which has its own transitions program, funded through ESE, to which CLC can refer students whom the program cannot accommodate.

- heighten awareness about the importance of adult English language learning; and
- support the development of a coordinated ESOL system in Boston.[10]

ENB currently supports 23 ESOL programs, some of which are also ESE-supported. Some ENB programs are "emerging" (relatively new), others are "established," and there are plans to include targeted investments to address system gaps, such as ESOL basic literacy, ESOL for parents, pre-vocational ESOL, multimedia (teacher-supported distance learning) ESOL, and workplace ESOL. Over time, ENB has intensified its professional development efforts in order to boost program quality and has partnered with ESE by using standardized assessments for all programs, including those not funded by ESE.

Boston Adult Literacy Initiative: In addition to programs supported by ESE and ENB, there are other services provided by community-based organizations, individual employers or for-profit language schools. The Boston Adult Literacy Initiative (ALI) represents an effort to coordinate publicly funded programs with other nonprofit adult education services being provided in Boston. The ALI was founded in 1983 by the Boston Mayor's Office of Jobs and Community Services (JCS) as a coalition of programs funded by JCS and the ESE. ALI member organizations, which include adult educators and other community-based stakeholder organizations (e.g. libraries, schools, Head Start programs) work through neighborhood coalitions in an effort to "provide a comprehensive system of adult education services for the city of Boston."[11]

Brief Profiles of Four Community-Based ESOL Programs

Boston Chinatown Neighborhood Center—Comprehensive Services in a Community Setting: The Boston Chinatown Neighborhood Center (BCNC), with more than 40 years of history, has deep roots in Chinatown and strong relationships with other organizations that serve the community. Most ESOL teachers are full-time employees with benefits and enjoy a degree of job stability that is rare in adult ESOL centers. There is on-site daycare, a computer lab, classrooms, meeting spaces, a youth center, and a staff lounge. About 75% of the ESOL program's budget comes from ESE, and another 15 percent comes from private foundations.

BCNC offers beginning and intermediate ESOL classes year-round, serving about 340 students a year. All seven teachers have at least a bachelor's degree, and all teachers but one are bilingual. Teachers use a combination of English and Chinese in the beginning classes, transitioning to all English as students progress. The program's

goal is not only to teach English skills, but to prepare students to live, work and go to school in the United States. To this end, the beginning classes focus on preparing students for experiences such as doctor visits. All ESOL levels make use of the center's computer lab, and there are also classes to develop computer skills.

The intermediate classes are divided into college preparation and job readiness tracks. The college preparation track meets for two extra hours per week and emphasizes writing skills. The job readiness track focuses on skills such as interviewing and resume writing. Students who finish BCNC's classes typically have been directed to the higher-level classes offered by the nearby Asian American Civic Association. A recent reduction in class levels at BCNC, however, has created a gap between the offerings of these two organizations, which presents a challenge for students.

As is true of most ESOL programs, there are many more students interested in taking classes than spaces available. The waiting list generally has between 200 and 250 students and it can take more than a year or even two years to get a spot in a class. The length of time potential students spend on the waiting list depends on the times they are available to take classes and their level.

BCNC also has two tutoring programs. One, called *Take and Give* (TAG), uses current and former ESOL students to provide help to those with less skill in English. There is also an extensive tutoring program that uses outside volunteers. A total of about 70 students take part in the two tutoring programs. An active alumni network encourages former students to give back to the program by coming back to speak to students about their experiences.

The students say everyone in the community knows about BCNC. They note the quality of the teachers and the fact that the classes are free as reasons the program is so popular. Several of the students have said that they could not afford classes if there was a fee. Some are hoping to go on to college, some to get jobs, and others are simply focused on being able to express their basic needs in English. They all agree that English is the key to having options and making their lives better. One woman said that without English, she would probably only be able to work at a Chinese restaurant, with long hours and low pay. She hopes that by learning English she will be able to find a good job and have a better life.

Boston Education and Skills Training (BEST) Corporation—Labor-Management Supported Contextualized English: Boston Education and Skills Training (BEST) Corp. was created in 2004 as a part of the collective bargaining process to provide a range of English and skills training classes to members of the UNITE HERE Local 26 hotel workers' union. BEST Corp. represents a partnership between 21 hotels and the 6,000 member union. Its mission is "to provide individuals with the education, skills and training to excel in the hospitality industry and in their personal lives." Classes are free to union members, paid for primarily as an employment benefit through an employer-funded trust with some public assistance, such as through SkillWorks or the Workforce Competitiveness Trust Fund. Hotel employees learn about the program through benefit fairs, their hotel's human resources department, or word of mouth. The advisory committee, comprised of employer representatives, union leaders, members of other area programs serving immigrants, and BEST staff meets regularly to ensure the training is meeting the needs of both employees and employers.

BEST currently offers five levels of English for Hospitality. There is also a basic literacy class for those not yet ready for Level 1 and an academic skills class for more advanced students hoping to take the GED. Classes meet five and a half hours a week during mornings, evenings, or weekends to accommodate students' work schedules. Instruction emphasizes the specific vocabulary and forms of communication used in the hotel industry. In addition to the English classes, BEST offers citizenship classes and training courses in hospitality areas such as food safety, banquet server skills and computers that might enable immigrant workers to move from the "back of the house" jobs to the more visible ones that come with higher pay and prestige. The computer lab is available for students during the week, and a working industrial kitchen and model hotel room allow hands-on practice. About 85 students are enrolled in classes at any one time. There is also an extensive tutoring program for students whose schedules conflict with the class times or who have a special educational need. Tutors receive five hours of training, and they meet with each student for an hour and a half per week.

The students who take the ESOL classes express deep appreciation for the chance to learn English and for the resulting improvements to their lives. One woman said

she has gotten more challenging work assignments since her English improved. Several others are hoping for promotions or new jobs as a result of their better English skills. Another spoke of finally being able to help her son with his homework. As a student who hopes to become a bartender summarized, "Any place you go, you need English."

Boston Public Schools Family Literacy Program—Supporting Immigrants in Their Role as Parents: Family Literacy is an education model based on increasing parents' academic skills and getting them involved in their children's educational progress. The Boston Public Schools Family Literacy Program (FLP) serves parents of Boston Public Schools (BPS) children and other adult community members in Dorchester. Founded in 1966, the FLP provides free daytime classes in ESOL, ABE, and GED preparation. Most of the students come from Dorchester, Mattapan and Roxbury; approximately 80% are immigrants. The program enrolls about 250 students. In responding to the needs of immigrant parents, the FLP helps parents understand the education system and provides information on parenting resources.

Within classes, teachers offer an overview of the BPS and explain materials that parents receive from the schools, including the BPS report card and MCAS reports. The program provides individual support in navigating the education and other systems. It also offers workshops that address a range of parenting topics, from teaching young children to read, to managing finances, to handling stress, to understanding 2-year, 4-year and other post-secondary education and training options, to accessing financial aid. To promote learning for parents with their children, the program provides interactive literacy activities about nine times each school year. Adult students and their families are invited to special events at the program in addition to enrichment experiences beyond school, including field trips to family friendly destinations in the city, such as Zoo New England, the Children's Museum, the Science Museum and the Museum of Fine Arts. These field trips help familiarize parents with resources within their communities and make them aware of discount nights and free passes available through local libraries. Through the FLP, the adults gain the confidence in their own skills to help their children with homework, to speak with teachers, and to support their children's academic success.

Haitian Multiservice Center—Creative Curriculum: The curriculum for the Haitian Multiservice Center's adult ESOL program focuses on student participation and project-based learning. Since many of the Center's students have limited or no English skills when they arrive, the program offers pre-ESOL literacy classes through Level 3 ESOL. In addition, the program includes ABE and GED classes. The teachers choose one or two annual projects around which they build components of the year's curriculum. The program director believes that allowing the teachers to choose the projects themselves creates a level of enthusiasm that would otherwise be lacking. All levels use the same project approach, with modifications for each level, so that as students move to different levels during the year they continue to focus on the same subject. Students give class presentations, which often incorporate drama and music, as part of their projects. Another component of the project-based approach is the use of portfolios as part of the assessment process. Students collect examples of their work over the course of the year and present them to the class and invited guests at the end of the year. Tools such as writing rubrics and checklists help measure students' progress. Student engagement extends beyond the classroom to a formal student council, with a paid student coordinator, that addresses issues of concern to students and also organizes social events. Recently, for example, the council expressed a desire for more computer time and was able to establish a Friday computer lab for students.

Student Support Services

A review of theory, research and professional wisdom notes research[12] in which counseling services were associated with both student retention and reading achievement. Among research cited was a study of student persistence in New England,[13] through which the authors identified four potential supports for persistence, three of which underline the important role of counseling services. First, the authors suggest that students need to establish a goal. Counselors can help students clarify and articulate that goal during intake procedures and regular counseling sessions. Second is the importance of building a feeling of self-confidence around a particular task. Counselors can help in this area by providing encouragement, as well as directing students to resources and services that can assist

in addressing physiological and emotional states that might interfere with learning. Third is a recommendation of efforts to manage the positive and negative forces that help and hinder persistence. Counselors can help during this process by working with students to analyze their situations, and assist them in devising ways to strengthen supports and minimize barriers to persistence. Finally, the authors note the importance of students seeing progress toward their goal. While teachers can develop assessments that permit students to see their progress, counselors can review the evidence of progress with students to see how it fits with their learning goals and plans.

In the review,[14] researchers noted the importance of supporting adult students so that they can continue to participate in the program and persist in reaching their educational goals. To assist in this process, they identified a number of program components:

- A system for monitoring student persistence, e.g., length and intensity of attendance, dropout rate, and reasons for departure, and instructional and counseling services that intentionally promote the development of students' self-efficacy (i.e., beliefs about their capacity to be successful students) around learning;
- Educational and personal counseling that is intended to help adult students persist in their learning and attain their educational goals; and
- A clear and purposeful system for identifying students' needs for support services and providing the necessary services or referring students to agencies that can provide those services.

An example of a program in Greater Boston that aims to address a full range of student support needs is Mujeres Unidas (see Sidebar).

Mujeres Unidas en Acción: A Full Range of Service to Empower Latina Women to Succeed

The mission of Mujeres Unidas en Acción (MUA)—Women United in Action—is to offer Latina women the educational resources and tools they need to provide for themselves and their families. For many of the women, this means helping them to escape from abusive relationships and develop the confidence and basic skills to live on their own. More than 85 percent of students at the program come from shelters in Boston or the surrounding suburbs. They generally have a 5th grade education and few marketable skills. About 70% have pre-school-aged children, and nearly all are single mothers. Learning English is an essential step in the journey to independence for these women. MUA offers beginning, intermediate and advanced ESOL classes that meet for 10 hours each week. About 100 students are enrolled in ESOL classes at a time, and 110 more are on the waiting list. There are two full-time instructors and one part-time instructor. More than 75% of MUA's annual ESOL budget comes from ESE with the remainder coming from ENB local funding and private foundations. As with many community-based organizations, MUA's funding and services have declined as a result of the recession and it is no longer able to offer ESOL classes beyond Level 3. MUA also serves as a one-stop center for a broad range of services. Participants are counseled in escaping domestic violence and get help finding housing for themselves and their children. They can also attend workshops on tenants' rights, health care, immigration, and navigating the Boston school system. For those who are ready to take the next step, GED classes are offered in Spanish. Child care is available onsite for children whose mothers are attending classes. Students also attend job fairs and visit local community colleges such as Bunker Hill Community College and Roxbury Community College.

The philosophy of empowerment is woven throughout the program, from a curriculum that encourages student initiative and feedback to a formal student council. Students are also encouraged to serve as peer mentors and tutors and to give presentations. One of the teachers began as a student in a Level 1 class and now serves as both teacher and role model to the newcomers. One woman said, "The changes in me are very important ones; I have a new life. I understand people on the street. I can speak with everybody." Her new English skills also helped her get her first job. Another, who had been a teacher before immigrating to the U.S., said, "I was very depressed coming here at first, not knowing the language and feeling useless because I don't have the skills needed here to work."

TABLE 19

Support Services Offered by Providers to ESOL Students in Greater Boston, FY10

Services Offered	No. of Sites	% of Sites
Referral to social services/counseling	34	72%
Employment services	16	34%
Childcare	10	21%
Direct social services	7	15%
Transportation assistance	3	6%

Source: 47 respondents to CommCorp Provider Survey

Adult ESOL programs do not need to directly provide all of the support services described above, but they do need to have strong connections to other educational or social service agencies to which they can refer adult students for further help, when needed. These might include not just counseling, but also help with transportation, child care, transitional assistance for needy families or legal aid, as well as assistance in finding housing and Citizenship and Immigration Services, to name just a few. **Table 19** summarizes information we gleaned from our Provider Survey about the types of services that responding programs offer to adult students. According to Provider Survey data gathered for this report, the majority of Boston area programs responding to the survey provide referrals and counseling to connect students to social services. However, fewer than half the programs surveyed reported that they provide employment services or college preparation, key services to link students to next steps. In terms of addressing common barriers to attending classes, only 21% reported offering child care, and only 6% provided transportation (which may be due to the fact that virtually all programs were located near public transportation, and in more limited cases students may need help with paying bus or subway fares).

While programs appear to be making an effort to provide support services, the depth of service offerings or the capacity of program staff (in terms of available hours and/or experience), to provide those services or referrals to other sources varies considerably, particularly outside the ESE-funded system. In addition to instruction in English, ESE programs are required to provide students with counseling and may offer other limited support services, such as transportation and child care, if necessary. According to ESE policy, programs should provide a minimum of counseling hours as a percentage (2 ½ %) of instructional hours. Programs generally have designated staff to provide counseling, though in many cases these staff also serve other roles also. An example of a program in Greater Boston offering counseling services is the Framingham Adult ESL Plus Program (see Sidebar next page). More research would be needed to understand the degree to which programs are able to meet support needs and what specific changes, aside from increased funding, would help to strengthen this service component.

Characteristics of Staff Providing Services

Staff members who administer programs and provide instructional services are essential to the provision of ESOL services. Despite relatively low pay, few full-time job offerings, and sometimes difficult working conditions, ESOL educators as a group remain highly motivated to work with and support LEP students in their quest to learn English. They often play multiple roles, combining administrative, teaching and/or counseling duties that require a range of skills.

ESE offers guidelines for a maximum class size of 15 to 20, depending on the level of instruction. Data indicate an average student-to-teacher ratio of roughly 18 to 1 among ESE programs. This suggests that a shortage of ESOL teachers is not currently a significant issue for the ESOL system. What may be of more concern, however, is the preparation of teachers and the skills they possess to maximize the time they have to spend with students. This section provides some insight into the background

Providing Student Counseling Support in Framingham

While immigrants are often in need of counseling, both to help them navigate life in the United States and for mental health issues, lack of availability, language issues and stigma can make these services difficult for immigrants to access. The Framingham Adult ESL Plus program, a large ESOL program serving 650 students, has been working to improve access to both practical and mental health counseling services for its students. When program staff noticed that students tended to go to their teachers for advice, they decided to pay the teachers for this work and make it a formal part of their job description as a supplement to each site's regular counselors. Teachers meet with students before and after class to address day-to-day needs, such as help with reading a letter from children's teacher, writing a note to a teacher, or learning where to buy certain things. The teachers also deal with more personal issues, such as credit card debt or family crises. If a subject seems appropriate for the whole class, the teacher will incorporate it into a lesson. Through counseling logs, the program director also keeps track of issues raised by students and looks for patterns and areas of common concern. For example, one semester the director noticed a lot of counseling around pre-natal issues, so the next semester she brought a pre-natal nurse to the program to offer workshops for students.

More serious mental health issues require counselors with special training, and the lack of bilingual mental health services makes it nearly impossible for program participants to access services. Framingham Adult ESL Plus worked with a local foundation, MetroWest Healthcare Foundation, to secure a grant to fund a Portuguese speaking clinician to come to the program to meet with students. As part of the grant, they had proposed outcomes of 75% of students completing their semester with 80% attendance. They found 77% (26 of 31) completed with 70% attendance. The clinician saw six to eight students a night, providing both direct counseling and referrals to other services. While that clinician has since returned to Brazil, Framingham Adult ESL Plus has obtained a grant from Blue Cross/Blue Shield to continue this element of the program.

and preparation of ESOL educators in the Greater Boston area and discusses issues that pertain to this important system component.

Experts in both K-12 and adult education agree that the quality of the teacher is the single strongest predictor of student skill achievement, and therefore how we prepare and support teachers in adult education is no less important than in the education of children.[15] Research points to two aspects of teacher support that can contribute to teacher quality and higher-quality instruction. First, teachers need ongoing, supported, accessible, and high-quality professional development before and during service, especially since many adult education teachers have completed very little formal coursework in teaching adults.[16] Pre-service and in-service professional development can help teachers acquire the skills they need to implement evidence-based instructional principles in their ESOL classes.[17] Second, well-supported jobs for adult education teachers—full-time jobs with benefits and living-wage salaries—are hypothesized to contribute to teacher stability and teachers being able to implement the instructional strategies they learn through professional development.[18]

Teacher Education: Researchers have identified a particular set of concepts that adult ESOL instructors must understand in order to be effective with adult English language students. These include how second and additional languages, and specific components of language, are learned; the role of the native language in learning a second language; evaluation of language learning; and cultural issues that teachers must address.[19] Even with the best of intentions, untrained teachers are likely to lack a comprehensive understanding of all of these areas as well as the ability to apply these concepts effectively to instruction. Untrained teachers are also likely to vary in their ability to develop effective lesson plans and curriculum to effectively provide reading instruction for low literacy students and address adult learning disabilities, two types of need that, if left unaddressed, can hinder student progress.

Given that a majority of adult education teachers have no formal training in teaching adults,[20] and that adult education teachers in Massachusetts are not required to be certified in teaching adults specifically, most experts hope that teachers have post-secondary education levels and professional development to help them learn the

skills of teaching adult ESOL students. Such training can provide educators with skills and understanding in lesson planning and curriculum development, academic subject knowledge, as well as familiarity with a variety of teaching approaches that engage multiple senses and promote learning for varied learning styles. Educators holding special education certifications bring a particularly valuable set of skills to promote learning for individuals with learning disabilities, or those who are simply challenged by learning to read in their 40s or 50s. Despite these potential assets, educators who only have experience teaching youngsters may lack knowledge about theories of second language acquisition, as well as an understanding of how adults learn and the most effective strategies for facilitating adult learning.

Greater Boston's ESOL program staff is a group with fairly high levels of formal education. Of the nearly 300 adult ESOL teachers funded through the 58 sites in the ESE system, almost all (94%) instructors have a post-secondary degree (42% bachelor's, 49% master's, and 3% other higher degree). Only 6% have a high school degree alone, its equivalent or less.

The non-ESE sites providing data on teachers in the Provider Survey report that of their 99 teachers, 92% have a bachelor's degree or higher and only 4% have only a high school credential or less. Thus, the vast majority of ESOL teachers are college-educated. While more than half (49%) of ESE-funded teachers have a master's degree or higher, 40% of non-ESE funded teachers have a master's or higher degree.

While overall, teachers possess high levels of education, a significant portion—42% among ESE-funded programs—do not hold any type of teaching credential, as shown in **Table 20**. (Survey data from non-ESE funded sites reported no credential information for 46% of teachers). Of credentialed teachers, most hold a certificate in elementary and secondary education: 29% of ESE instructors and 24% of non-ESE teachers have this credential. Interestingly, more teachers in non-ESE funded sites have specific ESOL certification (27%, according to survey respondents), compared to the relatively smaller share of ESE-funded ESOL instructional staff, with 17% holding an ESOL certification. Very few teachers (6% of ESE and 2% of non-ESE), hold a Massachusetts Adult Basic Education teacher's license designed specifically to prepare educators to work with adult ABE and ESOL students. This suggests that many teachers may be working in classrooms without any formal preparation for teaching adults a second language. Many teachers have some experience learning second languages themselves, which they can bring to facilitate learning among literate ESOL students; however, they may still lack the depth of understanding about language development required to be most effective in teaching adults a second language.

TABLE 20

Teaching Certifications Held by ESOL Instructors, Greater Boston, 2009-2010

	ESE-Funded Sites		Non-ESE Funded Sites	
Certifications	**No. of Teachers**	**% of Teachers**	**No. of Teachers**	**% of Teachers**
Elementary/Secondary	84	29%	24	24%
ESOL Certification (any level)	49	17%	27	27%
ABE Certification	17	6%	2	2%
Other Education Certification	16	5%	2	2%
Elementary/Secondary and ESOL	4	1%	Not reported	-
None	124	42%	Not reported	-
Unknown	0	0%	46	46%
Total	294	100%	99	100%

Sources: ESE-supplied data from 58 sites; Non-ESE: Survey data from 16 sites.

TABLE 21

ESOL Experience of ESOL Instructors in Greater Boston, 2009-2010

Years of Experience at any ESOL Program	ESE-Funded Sites		Non-ESE Funded Sites	
	No. of Teachers	% of Teachers	No. of Teachers	% of Teachers
<=1 year	7	5%	6	6%
1-5 years	44	33%	27	27%
6+ years	77	58%	27	27%
Unknown	4	3%	39	39%
Total	132	100%	99	100%

Sources: Survey data from 26 ESE sites and 14 Non-ESE sites.

TABLE 22

ESOL Instructor Tenure at Current Provider Organizations in Greater Boston, 2009-2010

Years of Experience at Current Organization	ESE-Funded Sites		Non-ESE Funded Sites	
	No. of Teachers	% of Teachers	No. of Teachers	% of Teachers
<=1 year	17	13%	21	21%
1-5 years	45	35%	45	45%
6+ years	62	48%	22	22%
Unknown	4	3%	11	11%
Total	128	100%	99	100%

Sources: CommCorp Provider Survey data from 26 ESE sites and 15 Non-ESE sites

Teacher Status: The stability of the workforce is also a barrier to teacher quality, and research indicates that adult education teachers may have a higher level of attrition than K-12 teachers.[21] ESE sites fare better: the majority (58%) of instructors had 6 or more years experience in the field, compared to 27% at non-ESE sites,[22] as **Table 21** shows.

As shown in **Table 22**, turnover also seemed to be a more problematic issue for non-ESE sites, in which only 22% of instructors had stayed at their current program 6 or more years, compared to 48% of ESE instructors (although the available survey data were limited).

Many smaller programs, particularly those not receiving ESE funding, rely on volunteers as teachers. A number of sites only had a paid coordinator, with all instructors being volunteers. Six sites responding to the survey reported having volunteers as staff, with one site fielding a cohort of 77 volunteers. This study did not extend to the many small community-based programs that are entirely volunteer-run.

Data also indicate that ESOL programs in Greater Boston are challenged by resource constraints to offer their teachers and other staff full-time jobs that contribute to teacher stability. While ESE has instituted funding policies to ensure a floor for teacher salaries (see endnote), this level of compensation is not guaranteed outside the system.[23] Looking at all ESOL program staff and instructors in the Greater Boston area, most are part time. Some 70% of ESE-funded staff are part-time and an even higher proportion of non-ESE-funded staff (83%) are part-time, as shown in **Table 23**.

TABLE 23

Distribution of Part-time and Full-time ESOL Program Staff in Greater Boston, 2009-2010

Employment Status	ESE-Funded Sites		Non-ESE Funded Sites	
	No. of Staff	% of Staff	No. of Staff	% of Staff
Full-Time Staff	178	30%	19	17%
Part-Time Staff	418	70%	94	83%
Total Staff	596		113	

Source: Massachusetts ESE and CommCorp Provider Survey

Stakeholder interviews highlighted how limited funding and the part-time status of many teachers makes it difficult for them to participate in professional development. Since many teachers arrive at programs without credentials, most of the training that they receive is on the job. Although the Greater Boston area benefits from a strong statewide adult education professional development system (see section below), new ways of offering professional development must be explored, perhaps through blended distance learning or through supporting peer observation and feedback, to better meet the needs of part-time staff.

Initiatives to Support the Quality of ESOL Services

In the early 1990s, adult education leaders made the choice to work within their existing budget to improve the quality of services provided, even though it meant reducing the number of adults served.[24] Over the last 15 years, ESE has put in place a number of elements that support the quality of adult education services. These elements include guidelines for effective programming, standards for performance, a comprehensive online data collection and reporting system, and a state-funded network of agencies providing professional development and technical assistance for adult educators and programs. This section briefly describes these state level efforts to support quality programming.

Guidelines for Effective ABE

In the late 1980s, the Massachusetts Adult and Community Learning Services Department worked with practitioners to develop a set of principles for effective ABE programming. These principles are outlined in the ESE *Guidelines for Effective Adult Basic Education for Community Adult Learning Centers*.[25] The guidelines—which cover levels and sequencing, class size, hours and intensity of instruction, enrollment, curriculum, assessment, counseling and professional development, among other program elements—help ensure minimum standards to support adult learning. These guidelines have been refined over time to incorporate research findings and practitioner experience. They are used to promote quality standards within the ESE system but are also available to the public on the ESE website for other interested practitioners to access.

Funding Structures

In the 1990s Adult and Community Learning Services (ACLS) instituted five-year funding cycles to foster stability among ABE and ESOL programs, allowing for better program planning and improvement efforts over longer periods of time. Programs are funded through a "rates-based" system, which takes into account the need for different student-teacher ratios for different types of students and ensures comparable funding for services across programs. Each rate includes funding for student and program supports such as counseling, intake, assessment, placement and follow-up services, as well as program and staff development coordination, technology coordination and Americans with

Disabilities Act compliance coordination. Funding also supports community planning, which involves working with local organizations to align services with community resources and needs. Currently, 80% of program funding must be used for rates-based classes, while the remaining 20% can be used for non-rates based classes, which are allowed more flexibility in content and design than rates-based classes. Non-rates based classes include those offered through programs such as workplace education services funded through Learn at Work.

Data Collection and Management and Performance Standards: SMARTT

In 1996, ACLS established the System for Managing Accountability and Results Through Technology (SMARTT) for data collection and management. As a web-based system, SMARTT is accessible to programs from their sites. Programs enter data on students served, services provided, staff, and outcomes into the system. The system provides data for accountability and program management to both ESE and individual programs and sites. Collection of social security numbers within SMARTT facilitates the tracking of student outcomes beyond participation in ABE/ESOL programs.

Data entered into the SMARTT system serve as the basis for evaluating program performance. ESE has established a set of performance standards to encourage programs "to work toward continuous improvement and effective program administration and therefore lead to successful student outcomes."[26] These standards are set at or near the state averages for performance in: attendance, average attended hours, pre- and post-testing percentage, and learning gains. Performance standards also include benchmarks for achieving student goals and for advancing in educational functional levels, which correspond to test results and SPL levels on federally accepted assessments.[27] Appendix H outlines ABE/ESE Annual Performance Standard Benchmarks.

ESE program monitoring consists of on-going monthly "desk reviews" of data from the SMARTT system, an annual site visit and a 2-5 day intensive monitoring visit once in 5 years. Every fiscal year, a program receives points, according to its performance on specific benchmarks in each performance standard area, adding up to an annual overall score for its performance. If a program fails to meet the performance standards, ACLS provides support for continuous improvement, which may take the form of technical assistance from the ACLS, assistance with creating an action plan for improvement, and/or technical assistance from SABES (described below). Performance scores are taken into account in grant applications for subsequent five-year funding cycles.

Professional Development: *System for Adult Basic Education Support (SABES)*

The state of Massachusetts has embraced professional development and over the last twenty years has provided program and staff development through the System for Adult Basic Education Support (SABES). Massachusetts is among the few states in the country that have institutionalized professional development as a component of the adult education system. It is supported through state and federal funds totaling $1.89 million in FY10, $480,000 of which was for Metro Boston. SABES is comprised of five Regional Support Centers around the state based at community colleges and the University of Massachusetts, in addition to a Central Resource Center at World Education, a nonprofit agency based in Boston. Since its inception, SABES has built a statewide system for program and staff development, as well as a clearinghouse of resources for practitioners and a calendar of activities to support practitioners.

SABES offers a mix of in-person and on-line learning opportunities of general interest to educators, in areas such as assessment, counseling and support services. For ESOL educators in particular, SABES provides a limited number of learning opportunities, including up to 16 hours in ESOL "Instructional Foundations" which offers novice teachers a comprehensive overview of adult English language instruction and trains teachers on effective strategies for teaching speaking, reading, writing, and comprehension, as well as factors that influence successful English language acquisition.[28] Training is also provided through SABES in administration of federally mandated ESOL assessments, and in integrating career awareness into ESOL. In addition to periodic workshops and events, SABES staff works directly with programs to address particular staff needs.

ESOL Curriculum Frameworks

Massachusetts has established a set of curriculum frameworks for adult learning, including ESOL. These frameworks are intended to address what "adult learners need to know and be able to do to function successfully in their roles as parent/family member, worker, citizen, and life-long learner" and provide teachers with a structure for developing lesson plans and curricula.[29] The frameworks outline learning standards and benchmarks. For ESOL students, these include skill areas of reading, writing, speaking and listening applied in areas of Intercultural Knowledge and Skills, Navigating Systems and Developing Strategies and Resources for Learning.[30]

ABE Teacher Licensure

Massachusetts developed an optional teaching credential specifically for the field of ABE, accepted by the state in 2001. The ABE Teacher's License is based on a comprehensive set of standards that cover: understanding the adult learner; diversity and equity; instructional design and teaching approaches; learner assessment and evaluation; facilitating the adult learning environment; and professionalism/continuing education. The License, which is valid for five years, allows for four different routes to its acquisition to accommodate both experienced and novice teachers. In addition to demonstration of the standards, all candidates must pass the state's Communication and Literacy Skills and the ABE Subject Matter tests. Although the standards are designed for ABE as well as ESOL instructors, the Adult Basic Education test requires teachers to demonstrate an understanding of theories of language acquisition and factors that affect second language development, as well as an understanding of basic linguistic and sociolinguistic concepts and their application to English language learners.[31] While the ABE Teacher License represents a positive step toward professionalizing the field of ABE and ESOL instruction, the optional nature of the credential, the extensive preparation and documentation required for novice teachers, and the fact that there is no systemic incentive (i.e., pay raise) associated with its acquisition may have limited the number of educators who have pursued the credential (estimated at roughly 230 out of more than 1,000 educators statewide).

Based on the findings in this chapter, it is clear that, although the current system of ESOL has its shortcomings, it has improved markedly over the last 15 years and built a solid foundation on which changes can be made to improve the responsiveness and effectiveness of ESOL services going forward. Given current constraints on public funding levels, the system will need to reach out to foundations and employers and think creatively about additional funding sources to support improvements and innovation in an area that is crucial to the lives of Greater Boston's immigrants and the economic viability of our city and region.

6.

The Current Supply of ESOL Services and Gaps in Services

The most reliable data about the current supply of ESOL services in Greater Boston are from the state's Department of Elementary and Secondary Education (ESE), which supported programs that served 5,839 students in fiscal 2009-2010 (FY10). During our research, the authors of this report circulated a Provider Survey to gather as much data as possible on programs that are not supported by ESE. However, many organizations do not track and aggregate similar demographic data. As consistent and complete data is available for students at programs funded by ESE (ESE students) we rely on it to describe the population receiving services and to identify gaps. The demographic data compiled from non-ESE funded programs is provided in Appendix D.)

The LEP Population Receiving Services

Overall, students at ESE-funded ESOL programs arrive in Greater Boston from a number of countries of origin and with various levels of education. Nearly half of all students have less than a high school credential, most of them are working or looking for work, and more than half are actually working. A vast majority of these students, receive some type of public assistance.

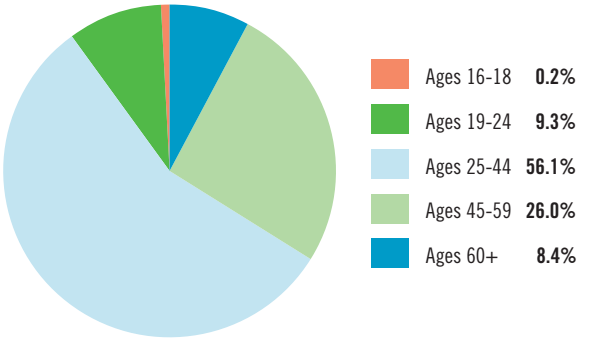
Gender and Age: As shown in **Chart 8**, a majority of those receiving ESE supported ESOL services are female (69%) and the vast majority (82%) are of working age (25-59), suggesting that they are likely to be working and have other adult responsibilities, such as caring for children.

Educational Level: Among ESE students: 47% have less than a high school credential; 38% have a foreign high school diploma equivalent; and 13% have a two-year college degree or higher, as shown in **Chart 9** below. As a result, in addition to English language instruction, many students in the current system are likely to require additional adult basic education—such as instruction in reading, writing and math—as well as support in obtaining a U.S. high school credential, such as a GED, in order to be better equipped to advance in their work and participate fully in their communities.

Country of Origin: A majority (68%) of ESOL students in ESE-funded programs come from Latin America and the Caribbean,[1] with the highest percentages of students coming from Brazil, Haiti, El Salvador, Dominican Republic and Guatemala. Some 18.1% come here from Asian countries, with smaller numbers arriving from

CHART 8

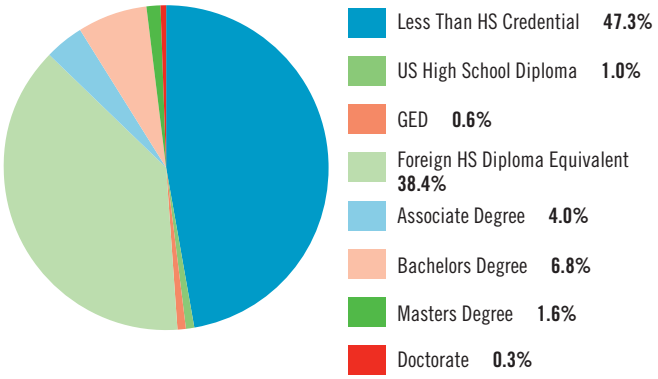
Age Distribution of ESE Students in Greater Boston, FY10



Source: Massachusetts ESE

CHART 9

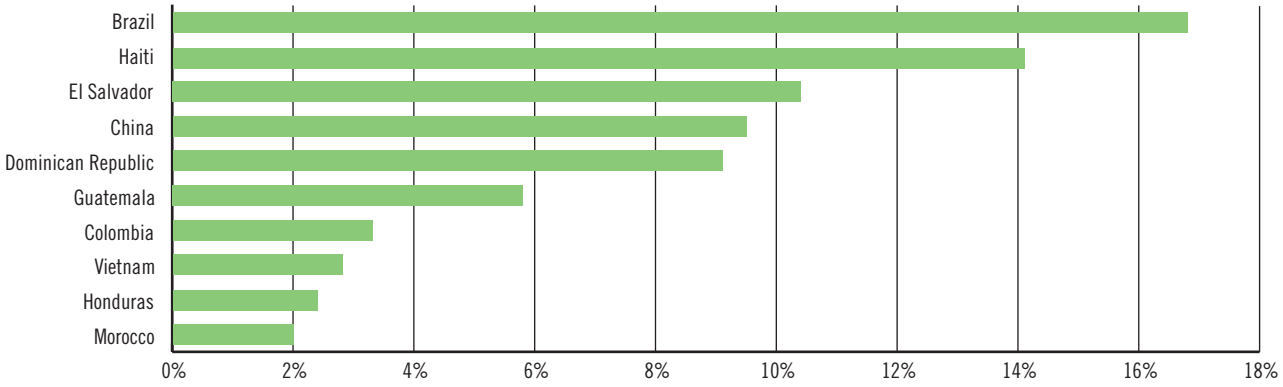
Educational Attainment of ESE Students in Greater Boston, FY10



Source: Massachusetts ESE

CHART 10

Top 10 Countries of Origin Among ESE Students in Greater Boston, FY10

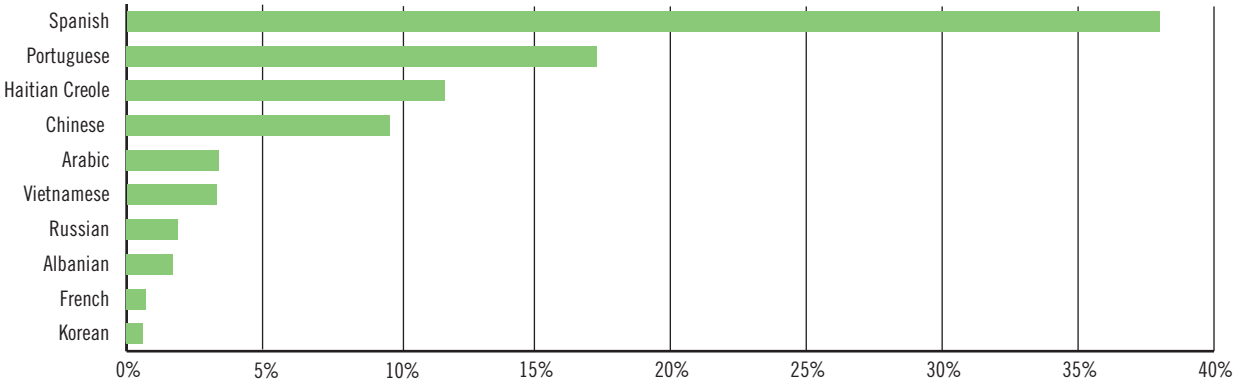


Source: Massachusetts ESE

Note: 23.7% of students with other country of origin.

CHART 11

Top 10 Native Languages Among ESE Students in Greater Boston, FY10



Source: Massachusetts ESE

Note: 11.8% of students speak other native language.

Africa (8.75%) and Europe (4.4%). **Chart 10** shows the distribution of students among the top 10 countries of origin.

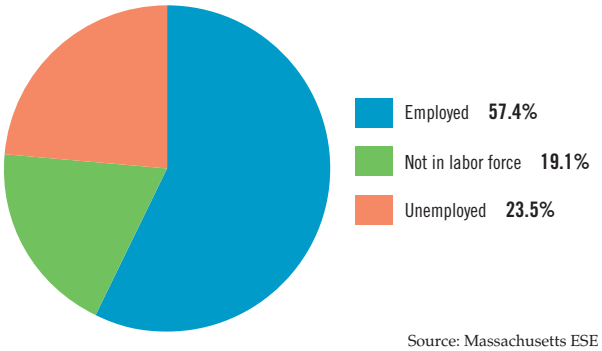
Native Languages Spoken: Reflecting their countries of origin, the most common native languages of ESOL students in the ESE-supported system are Spanish and Portuguese, with a substantial number of students speaking Haitian Creole and Chinese. **Chart 11** provides details about the top 10 student native languages. (See Appendix F for a full listing of countries of origin.)

Employment Status: Data on the employment status of ESE students, reflected in **Chart 12** on page 48, indicate that 57.4% are employed, 23.5% are unemployed, and 19.1% are not in the labor force (meaning that they are not seeking work). These findings suggest that in the majority of cases, students enrolled in adult ESOL programs in Greater Boston are likely to be balancing roles as students and as workers—and many are taking English classes as a means to obtain or advance in jobs. A 2005 survey of students in the adult education system found that 69% of the 4,000 respondents indicated a desire to receive assistance in finding a job or getting a better one through their adult education program.[2]

Poverty: A high percentage (84.5%) of ESE students receive some type of public assistance. This suggests that, while many students are working, they are not earning enough to sustain themselves and their families.

CHART 12

Employment Status of ESE Students in Greater Boston, FY10



Source: Massachusetts ESE

Especially for the poor, English language instruction is a crucial step in promoting the economic advancement of adults and their families.

Taken together these findings suggest that a system designed to meet the needs of English language learners must take into account the education, multiple roles and time demands of its students, as well as the work-related goals that are driving their participation in ESOL programs.

Gaps in Services for the Greater Boston LEP Population

In FY10, ESE funding supported programs that served 5,839 ESOL students in the Greater Boston area. Based on our Provider Survey data, other funding sources, such as foundations and employers, supported classes for an additional 4,855 students. We estimate that non-ESE providers that did not respond to our survey served an additional 3,000 people, for a total of 13,000-14,000 individuals served by the existing system. This number represents a mere 5% of the approximately 250,000 LEP immigrants in Greater Boston, with ESE funds supporting only 2.5% of the overall population potentially in need of services.

While our comparison of the characteristics of the LEP population in need of services and those receiving services in the Greater Boston area primarily is limited to data from the ESE system, this information does provide valuable insight into the demand for ESOL services and the gaps in the current supply.

Age: While the majority of those LEP immigrants being served by the ESE system, 82%, are between the ages of 25 and 59—a time when adults are most likely to be working or seeking work, ESOL services are being offered only to a small percentage of them. Just 3.2% of LEP immigrants between the ages of 19 and 44—and 2.5% of those between the ages 45 and 60—are served by the ESE system and less than 1% of those under the age of 19 or over the age of 60 receive services. However, many of those under 19 are still enrolled in K-12 schools and a number over the age of 60 may be out of the labor market.

Education: While roughly 67% of LEP immigrants, as a whole, have only a high school diploma or less, a higher percentage of those served by the ESE system (84%) have a high school diploma or less, suggesting that most students need adult basic education and post-secondary education or training to compete in the region's economy. About one-third, or 32%, of all LEP immigrants have some college or higher education, but only 13% of the students in the ESE system have some college or higher education. These figures suggest that those adults with fewer educational resources rely on the public system to improve their education and skills, while those with higher education levels are accessing fee-based services, studying on their own, or somehow getting along by making use of the human capital they possess in their native language, despite limited English proficiency.

Employment: The majority, or 64%, of LEP immigrants are in the labor force (meaning they either have a job or are looking for one), and an even greater proportion of those served by the ESE system (81%) are in the labor force. Similar proportions of LEP immigrants who are actually employed (59% LEP and 57% ESE) are being served, but the ESE system is serving an even higher concentration (24%) of unemployed LEP individuals than exists in the overall population (5%).

Language Groups: A relatively small percentage (3-6%) of all major language groups of LEP individuals are being served by ESE funded programs. Some are better served than others, but the differences are insignificant.

Countries of Origin: Similarly small percentages of LEP immigrants from any one country are being served by the ESE system. The current system offers ESOL services to people who present themselves at programs. Providers may want to consider whether some aspects of the system are unwelcoming to groups that are not well represented.

Overall, the ESE funded ESOL system is largely serving people who are less educated and poor, though they are already participating in the economy of the state and who seek advancement for themselves and greater financial stability for their families. These investments in basic language skills not only benefit the immigrants being served, but also help to address the future workforce needs of our state and region.

Adult ESOL Services by Geographical Area

The geographic distribution of services across the Greater Boston Area is varied, but a consistent pattern across all communities reveals a relative paucity of advanced ESOL services, as shown in **Table 24**. Outside Boston, some towns and cities, such as Chelsea and Quincy, serve no advanced-level students, while many others (Canton, Lynn, Randolph) serve very few.

TABLE 24

Number of Students Served by Cities and Towns (All Funding Sources) in Greater Boston, FY10

Town	TOTAL	Beginning	Intermediate	Advanced	Other Level
Beverly	34	12	14	8	0
Boston	5,144	2,405	2,235	459	45
Brookline	400	100	100	100	100
Cambridge	884	258	477	120	29
Canton	62	18	41	3	0
Chelsea	510	233	257	0	20
Everett	469	271	178	20	0
Framingham	711	237	400	68	6
Lynn	283	139	143	1	0
Malden	1,095	406	465	224	0
Peabody	56	13	37	6	0
Quincy	83	43	40	0	0
Randolph	105	34	67	4	0
Rockland	66	33	28	5	0
Salem	54	21	25	8	0
Somerville	354	92	248	14	0
Waltham	184	67	104	13	0
Watertown	147	45	48	54	0
Woburn	53	21	31	1	0
TOTAL	10,694	4,448	4,938	1,108	200

Source: Massachusetts ESE, English for New Bostonians (ENB) and CommCorp Provider Survey

*Note: Not all Non-ESE funded providers responded to survey.

TABLE 25

Number of Students Served by Boston Neighborhood (All Funding Sources), FY10

Neighborhood	TOTAL	Beginning	Intermediate	Advanced	Other Level
Allston	231	87	122	22	0
Back Bay	188	55	113	20	0
Central/North End	734	213	387	104	30
Charlestown	42	25	17	0	0
Chinatown/South Industrial	1,602	964	471	167	0
Dorchester	621	306	285	30	0
East Boston	362	187	144	16	15
Hyde Park	35	18	17	0	0
Jamaica Plain	286	106	154	26	0
Mattapan	53	34	12	7	0
Roslindale	76	27	46	3	0
Roxbury	316	175	114	27	0
South Boston	265	62	197	6	0
South End	333	146	156	31	0
TOTAL	5,144	2,405	2,235	459	45

Source: Massachusetts ESE, English for New Bostonians (ENB) and CommCorp Provider Survey

*Note: Not all Non-ESE funded providers responded to survey.

Within Boston, some neighborhoods in the city, such as the Back Bay, Charlestown, Hyde Park and Mattapan, reported few slots overall and no advanced slots. See **Table 25**.

The geographic data highlight the insufficient number of classes, especially at advanced levels, available in commuities with high concentrations of LEP immigrants. Often, even when a large number of students are being served in a community, it is still inadequate to meet the demand. For example, in Malden a total of 1,095 adults was served in FY10, yet one program reports a waiting list of more than 1,100 people.

Adult ESOL Services by Level, Timing and Intensity

Level: While students can access English tutoring services around the city through a variety of organizations, the focus of this report is on class-based instruction. Data provided by funders and/or survey respondents show that currently the system serves mostly intermediate and beginning level students with few (6% among ESE programs and 16% among Non-ESE programs), serving students at advanced levels. See **Table 26**. Providing services for advanced-level students is a challenge for many programs when funds are limited, since the demand is so much higher for beginning- and intermediate-level students. In fact, three of the programs interviewed for this report noted that

TABLE 26

LEP Served by Level in Greater Boston, FY10

ESOL Class Level	ESE-funded		Funded by Other Sources		Total All Sources	
	No.	%	No.	%	No.	%
Beginning	2,311	40%	2,137	44%	4,448	42%
Intermediate	3,205	55%	1,733	36%	4,938	46%
Advanced	323	6%	785	16%	1,108	10%
Other	0	0%	200	4%	200	2%
Total	5,839	100%	4,855	100%	10,694	100%
# Sites Reporting Data	58		36		83 unique	

Source: Massachusetts ESE, ENB and Provider Survey

recent funding cuts had curtailed their ability to serve advanced students.

Timing and Intensity: Research tells us that adult students make more progress when they have access to more hours of instruction. The Mainstream English Language Teaching (MELT) Project, undertaken in the 1980s, estimated that an adult with native language literacy and no prior English instruction requires between 500 and 1,000 hours of instruction to satisfy basic needs, function on the job, and interact in English on a limited basis.[3] Researchers examining the Massachusetts publicly funded Adult Basic Education system in 2000 concluded that "if all [ESOL] students were to receive at least 150 hours of instruction, about three-quarters of them should achieve a learning gain of at least one level."[4] Other researchers found that "103 hours of study per person per year for 6 years would be necessary" to help adult permanent residents reach a level of proficiency necessary for civic integration or to begin post-secondary education.[5]

A 2005 three-state pilot study using National Reporting System data found that, in general, adult ESOL students who were older, female and receiving public assistance or were unemployed participated in more hours of instruction and, as a result, had greater learning gains.[6] Nuanced data about intensity of instruction (how long classes should be and how many hours of instruction are offered each week), is provided by the "What Works" study, which explored the factors influencing adult ESOL students' reading improvement. Researchers found that a high rate of attendance (the proportion of hours attended as a proportion of scheduled hours), was positively

Education Development Group Intensive ESOL Program

The Education Development Group (EDG) is a rarity among ESOL programs in the Boston area: it offers high-intensity ESOL classes that meet nearly full-time. Typically, adult ESOL classes meet for fewer than 10 hours a week, and sometimes substantially less. A combination of students' work schedules and a desire to offer a number of different levels of ESOL classes limit the time available for any given class. EDG directors realized that there is usually a period of several months before new immigrants get their first jobs. They use this window of time to their advantage by offering a full-time, 10-week ESOL class. The goal of the program is threefold: to help immigrants learn English; to integrate them into the community as quickly as possible; and to help guide new immigrants into jobs that are appropriate for their skill level. Sometimes, according to the program's director, immigrants who come to the U.S. with marketable skills are stuck in low-level jobs because they lack both English skills and knowledge about job options. This program helps participants understand what's possible before that happens. Classes meet from 9:00 a.m. to 4:20 p.m. Monday through Thursday, with a half-day on Friday. The mornings consist of an intensive beginning-level class. In the afternoons, the class is broken into small groups to review, engage in conversation, and go on field trips that give students opportunities to practice their English with native speakers.

TABLE 27

Sites Offering Classes Outside Regular School Hours in Greater Boston, FY10

	No. of sites	% of 110 known sites	No. ESE-funded	% ESE-funded sites out of all with this offering
Evening	65	60%	34	52%
Weekend	18	17%	6	33%
Summer	61	56%	33	54%

Source: Massachusetts Adult Literacy Hotline, Massachusetts ESE CommComp Provider Survey

related to growth in reading skills and oral comprehension. Class length resulted in "more growth in reading comprehension and oral comprehension skills."[7]

The policies of other countries are enlightening when it comes to timing and intensity:

> *Germany offers immigrants 600 German language classes, each of which is 45 minutes long, and Norway requires every immigrant between the ages of 18 and 55 to complete a 300-hour Norwegian language and social studies course… In Australia, refugee and humanitarian immigrants, ages 18 to 25, with low levels of schooling are eligible for up to 910 hours of English language instruction, and those over age 25 are eligible for up to 610 hours of instruction—and non-humanitarian immigrants are eligible for up to 510 hours of instruction. In the UK, refugees and immigrants who have resided in the country for three years, as well as spouses of UK residents who have resided there for one year, are eligible for free ESOL classes up to a level roughly equivalent to the end of high school.*[8]

Estimates of the number of hours an elementary school student who speaks another language needs to function at grade level in an English-speaking classroom are between 720 and 1,260 hours.[9] Adults lacking English skills face a long road to English proficiency. It is very hard for immigrants struggling to establish themselves in the U.S., and perhaps working two or more jobs, to attend English classes for numerous hours a week. Therefore, researchers at the Center for Applied Linguistics recommend that programs "provide courses of varied intensity and duration, with flexible schedules, to meet the needs of students who may be new to this country and occupied with settlement demands or multiple jobs."[10]

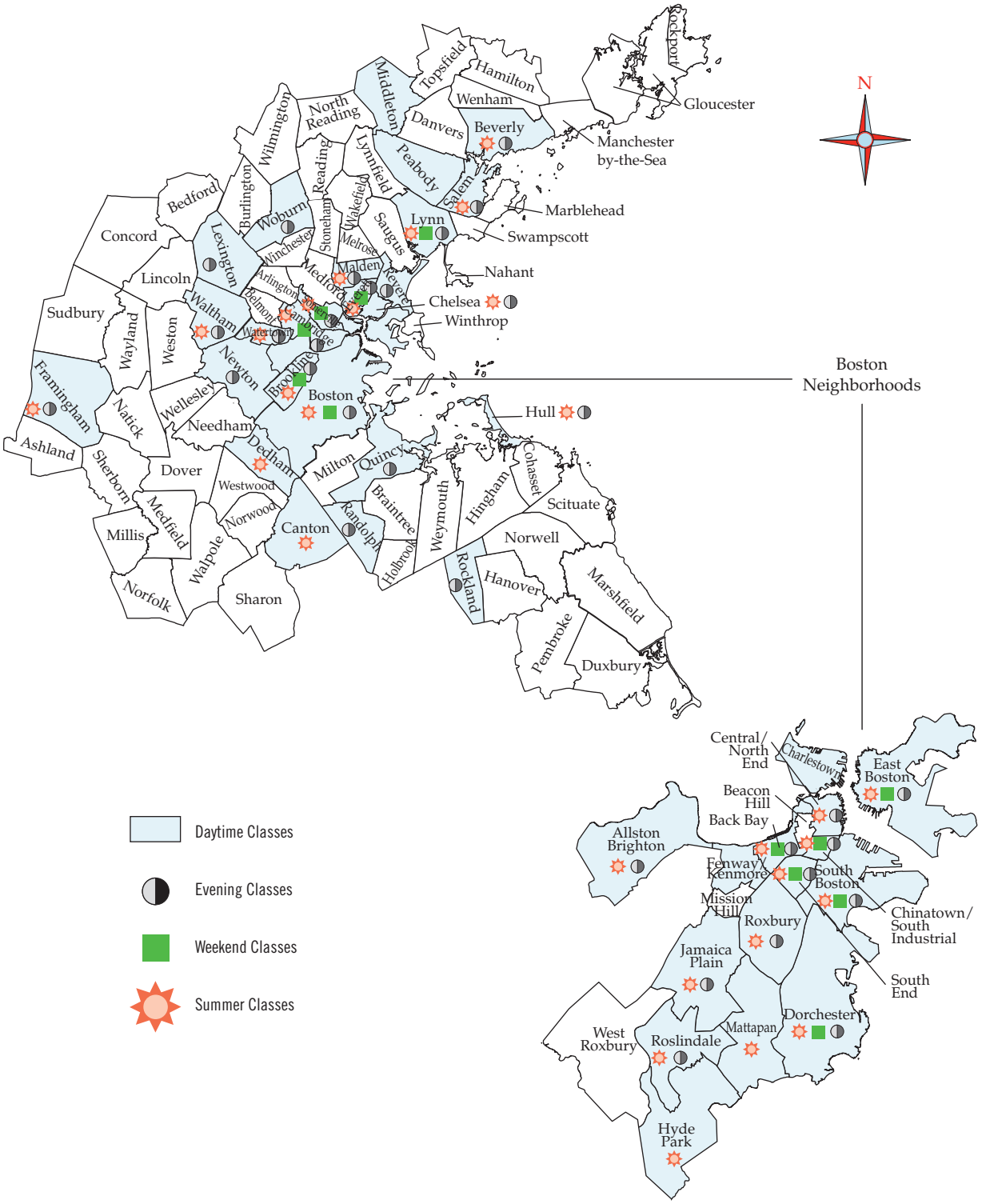
Data on students served by the ESE system indicate that more than 57% of them are working while trying to improve their English skills. As many practitioners attest (and research confirms), it is not unusual for adult immigrants to work more than one job. In order to make it possible for working adults to access ESOL services, classes should be offered at different times of the day and on different days of the week to make it possible for hard-working immigrants to receive instruction.

Programs have made a substantial effort to provide evening classes to meet the needs of working adults and adults who have other daytime commitments. As shown in **Table 27**, 60% of programs identified for this study offer some evening classes. A recent report focusing on ESE services within the City of Boston found that 42% of classes were offered in the evening.[11]

In addition to evening classes, weekend classes can provide adults with additional opportunities to participate in services, particularly those who work two jobs or have other responsibilities during the work week. However, within the Greater Boston area only 17% of sites offer any weekend classes. In Boston, just 11 of 60 programs have weekend classes. As shown in **Map 2**, weekend classes are only offered in Boston and some of the cities/towns immediately to the north. We could not identify any programs offering weekend classes west or south of Boston.

MAP 2

Cities/Towns and Neighborhoods Offering ESOL Classes Outside Working Hours in Greater Boston, FY10



Based on data available from Mass ESE, MA Literacy Hotline, and ESOL Provider Survey.

Map 3 shows the cities, towns and neighborhoods that offer intensive classes, more than nine hours of instruction per week, at the Beginning, Intermediate and Advanced levels. A recent study of programs in Boston found that, among ESE funded programs, just six programs accounted for 77% of the intensive services.[12] **Table 28** shows the percentage of students in ESE-Funded intensive classes and **Table 29** shows the percentage of sites offering intensive classes. Outside Boston, intensive services are available in only five communities. The majority of students served by intensive services are at beginning and intermediate levels.

With just 5% of the estimated 250,000 Limited English Proficient immigrants in Greater Boston receiving ESOL services—half funded by ESE and the other half funded through a variety of sources—it is clear that immigrants to our community are seriously underserved in the acquisition of language skills they need to live and work successfully in our community. In addition, too few classes are offered in timeframes that make it possible for working people to access them and with a level of intensity necessary for success. If the gaps in the types and frequency of ESOL services are not addressed, there is little chance that immigrants will be able to access the kinds of jobs they need to pull themselves and their families out of poverty and meet the workforce needs of the 21st century.

TABLE 28

Percentage of Students in ESE-Funded Intensive Classes in Greater Boston, FY10

Class	No. attending intensive class			
	ESE-funded class	Non-ESE funded class	Total Served	% ESE
Beginning	324	284	608	53%
Intermediate	371	412	783	47%
Advanced	40	208	248	16%
TOTAL	**735**	**904**	**1,639**	**45%**

Source: Massachusetts ESE and CommCorp Provider Survey

TABLE 29

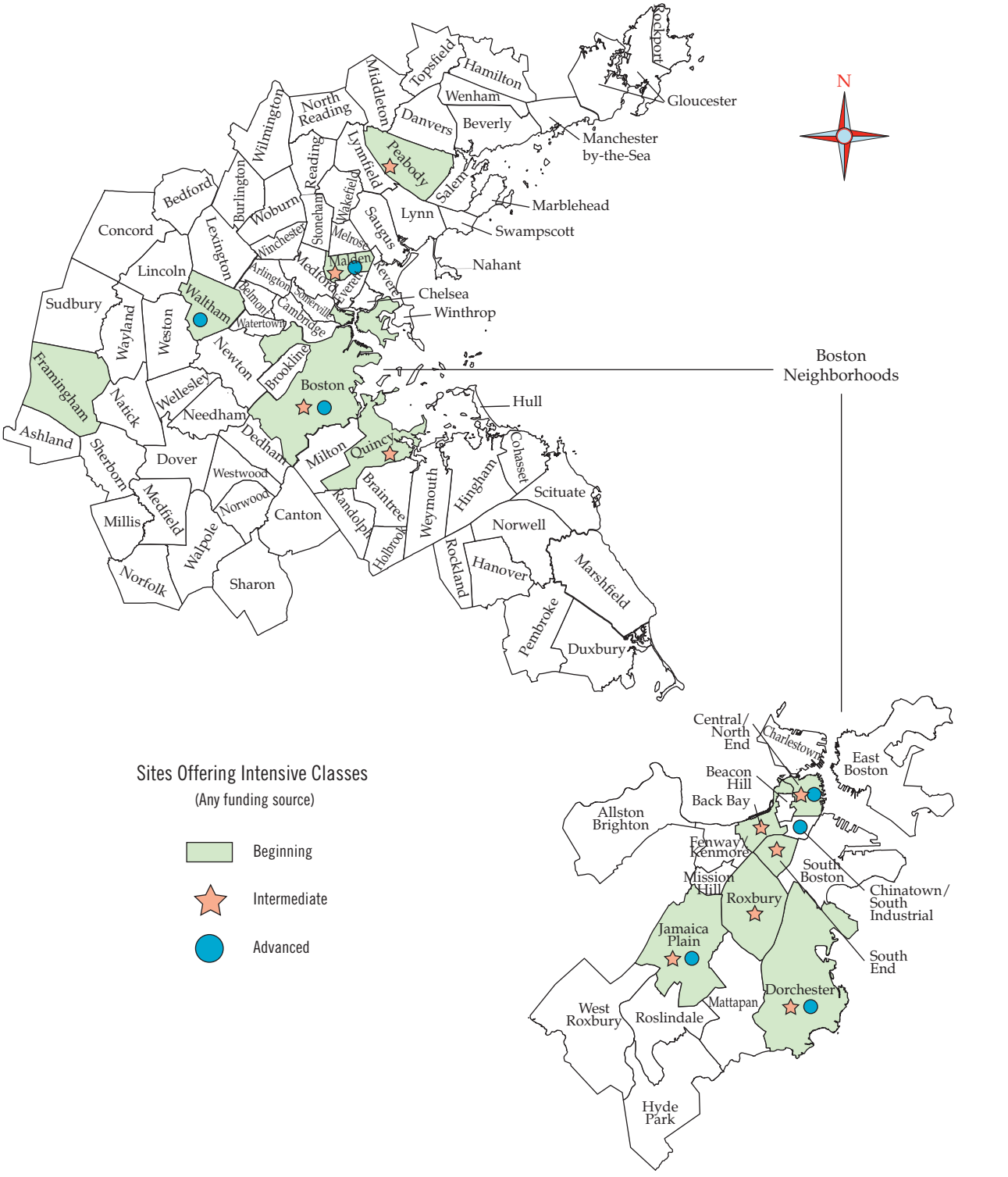
Percentage of Sites Offering Intensive Classes in Greater Boston, FY10

Item	Sites Offering Intensive Services	Percentage of Program Sites
ESE-Funded Sites	12	21%
Non-ESE-Funded Sites	3	14%
TOTAL	15	19%

Source: Massachusetts ESE and CommCorp Provider Survey

MAP 3

Cities/Towns and Neighborhoods Offering Intensive Classes in Greater Boston, FY10



Based on data available from Mass ESE, MA Literacy Hotline, and ESOL Provider Survey.

7.
The Effectiveness of the ESOL System in Greater Boston

In this chapter, we begin by presenting data on learning gains by ESOL students as evidence of the system's ability to help students advance. We then combine those data with the results of stakeholder interviews and the Provider Survey to offer an analysis of the overall strengths and weaknesses in the current system, and we compare data on the demand for services with data on the supply of services to identify service gaps.

Helping English Language Students Advance

Data from ESE programs in Greater Boston show that in FY10, on average, students actually attended 81% of the planned hours of instruction, receiving on average 160 hours of instruction, which is considered sufficient to progress by at least one level, based on the findings of research discussed in Chapter 6.

Learning gains for ESOL students are often based on Student Performance Levels (SPLs), which measure students' general language ability as well as the four skills of listening comprehension, oral communication, reading and writing.[1] Standardized assessments developed specifically for ESOL students are calibrated to correspond to these levels. The levels are also integrated into the National Reporting System (NRS), which defines student Functioning Levels for federally funded ABE and ESOL programs. (See Appendix I for information on these levels.)

Recognizing that students often make significant progress that does not result in movement to a higher Student Performance Level (SPL) or National Reporting System (NRS) Functioning Level, ESE worked with researchers at the University of Massachusetts to develop increments in test scores that capture "significant learning gains" and provide a subtler measurement of student progress.[2] ESE programs are expected to meet a performance standard of between 47% and 56% of students achieving a learning gain over the course of a program year, although not all programs achieve this standard.

In order to measure learning gains, programs must be able to both pre-test and post-test students, which obviously is not possible for students who drop out of classes prior to completion. In FY10, among ESE funded programs, 77% of students had both pre- and post-test data available. Of these, 58% demonstrated a learning gain. Looking at the 58 individual sites, on average 61% of a site's students demonstrated a significant learning gain. There is considerable variation in program performance in these areas. Performance ranged from 32% to 94%.

Among the 19 non-ESE sites that provided data on student outcomes, data indicated that they pre- and post-tested their students. Based on their reports, an estimated 2,041 students were tested, representing about 70% of all students served by those programs. Although data on learning gains from the non-ESE sites were limited, an estimated 43% of those tested demonstrated a learning gain, defined as advancing one SPL. **Table 30** presents data for ESE and non-ESE funded programs.

Available ESE data allowed the research team to examine how learning gains differed among groups of students in the system.[3] While our findings are outlined below, the data and research methods are not intended to provide conclusive evidence of the effect of hours of instruction or other variables that affect learning outcomes. More in-depth statistical analysis would be required to establish the nature of the relationship between learning gains and the categories listed.

Level: The greatest proportion of learning gains were made by students in the beginning ESOL levels: 71%, compared with 50% of intermediate and 29% of advanced students.

Attendance: Learning gains were highest among students who attended 90 or more hours of instruction. Not surprisingly, those who attended 29 hours or less had the lowest percentage of gains (41%).

Age: These data showed an inverse relationship between age and learning gains. Learning gains were highest

TABLE 30

Students with Learning Gain in Greater Boston (Demonstrated on Pre/Post-Test), FY10

	ESE-Funded (58 reporting)	Non-ESE Funded (19 reporting)
Total No. Served	5,839	2,900
No. Pre- and Post-Tested	4,524	2,041
No. with Learning Gain of at least an SPL	2,611	712
% Tested	77%	70%
% with Gain Out of Those Tested*	58%	43%

Source: Massachusetts Department of Elementary & Secondary Education and CommCorp Provider Survey.

ESE requires its grantees to pre- and post-test students using approved standardized tests and pre-determined cut points to demonstrate a statistically significant increase in scores. ENB follows the ESE guidelines. However, survey respondents funded by other sources may not use the same tests and methods to determine learning gains. Survey respondents were asked to provide the number of students demonstrating a learning gain of at least one student performance level (SPL) on pre- and post-tests, regardless of the test used.

Although data was available from 19 non-ESE funded sites on the number of students tested, only 16 of those sites also reported the number of students with a learning gain. The percentage with a learning gain out of those tested is calculated based on the 1,661 students tested at those 16 sites only.

among younger students, although there were few students in this category. Among the largest share of students in the system (ages 24-59), fewer than 60% showed a learning gain.

Education: Learning gains did not appear to be directly tied to prior educational attainment. Participants with no high school diploma did as well as those with a GED or a high school diploma from another country.

There are several caveats to keep in mind when considering documented learning gains as a measure of the effectiveness of ESOL services. One is that learning gains may be affected by a participant's participation in the services, which could be more a function of an individual situation than a program's ability to provide good instruction. Some students may not stay long enough in programs to make progress, and some who make progress may not complete the pre- and post-testing that allow documentation of progress. Second, the instruments used to measure learning gains may not capture the progress made by individuals, particularly if programs respond to student interests and goals to teach specialized vocabularies and skills that may not be captured by standardized tests.

Advancement across levels as a measure of system effectiveness also has limitations. Researchers have noted, for example, that a "student who entered a program very close to the benchmark and then reaches that benchmark will be counted as a success, while another student who entered at a far lower level and just misses the benchmark is considered a failure."[4] Consequently, in its performance evaluation system, ESE gives greater weight to significant learning gains than level advancement, and learning gains are only one of multiple measures used to evaluate program performance. (See Appendix H for more information on ESE Performance Standards.)

Other outcomes of interest in assessing system effectiveness are the share of students obtaining a GED, getting a job or entering post-secondary education. Data for such outcomes requires a longer time frame of analysis than was feasible for this study but would be the basis for a valuable inquiry in the future. Learning gains and skill level advancements thus provide us with partial evidence of the ability of the ESOL system to serve English language students. At the same time, the question to be asked is how the effectiveness of the current system can be improved so that students progress more rapidly through the system and achieve their goals. This question is addressed below.

Improved Efficiency Over Time

Although the state's investment per student has increased over the past 10 years, its focus on improving system performance has paid off not only in better outcomes, but also in lower costs per outcome. The percentage of enrolled ESOL students statewide advancing by at least a level has increased from 29% to 38% since 2003, and the cost per advancement has decreased from $6,648 to $5,137. These data (see **Table 31** next page) suggest that investments in quality may contribute to the cost effectiveness of services.

TABLE 31

ESE ESOL Cost Per Outcome in Massachusetts, 2003-2010

	Total Enrolled	No. Completing A Level	No. Advancing to Next Level	Total ESOL Funds	Cost per Completion	Cost per Advance-ment	% Completing Out of All Enrolled ESOL Students	% Advancing Out of All Enrolled ESOL students
2003	12,273	4,038	3,619	$24,057,995	$5,958	$6,648	33%	29%
2004	11,888	4,073	3,614	$23,891,080	$5,866	$6,611	34%	30%
2005	12,013	4,845	4,304	$24,339,295	$5,024	$5,655	40%	36%
2006	13,014	5,362	4,840	$27,042,854	$5,043	$5,587	41%	37%
2007	15,107	5,927	5,043	$26,832,962	$4,527	$5,321	39%	33%
2008	13,264	5,300	4,588	$25,544,451	$4,820	$5,568	40%	35%
2009	13,101	5,502	4,762	$25,303,147	$4,599	$5,314	42%	36%
2010	12,264	5,356	4,651	$23,893,970	$4,461	$5,137	44%	38%

Source: Massachusetts ESE

Note: "Level" here refers to NRS Educational Functioning Levels

Strengths and Gaps in the Current System

Before we explore the data and research that help to evaluate the strengths and gaps in the current ESOL system for Greater Boston, it is worth noting that Boston is in a state and a region that is considered by the adult education field to be among the best in the country.[5] New England has one of the few multi-state resource centers, the New England Literacy Resource Center, which provides excellent training and research opportunities to Massachusetts practitioners. The National College Transition Network, started in New England, and some of the best transition programs in the country reside here.[6]

Massachusetts itself has one of the best professional development and support system in the country for preparing teachers and supporting program improvement—called the System for Adult Basic Education Support (SABES). Massachusetts has also developed perhaps the most comprehensive and rigorous voluntary licensure system specifically for adult education practitioners.[7] The government agency leading adult education in Massachusetts, the Adult and Community Learning Services (ACLS) unit of the Department of Elementary and Secondary Education, has a 20-year history of establishing leading-edge policies for improving the quality of education, such as minimum wages, benefits, paid preparation time and paid professional development release time for teachers; funding for program improvement efforts, such as building collaborations with other agencies in the community; and the development of a rigorous accountability system. Finally, Massachusetts has an exceptionally proactive advocacy system organized through the Massachusetts Coalition for Adult Education.

The current ESE-funded system of ESOL services is a reflection of the serious thought, research and practitioner input that have gone into developing a system that pursues quality. ACLS staff has long understood that the solution to meeting the demand for ESOL and other ABE services is not simply the addition of seats in classroom without the appropriate program infrastructure to support the added services.

The current system of ESOL services has many strengths about which adult educators in Boston and in Massachusetts can be proud. Among these is the diversity of providers (e.g., community-based organizations, school systems and community colleges) that are able to meet students' needs in different locations and settings that

provide a comfortable learning environment both for those returning to the classroom after many years and those entering a formal learning setting for the first time.

An even more significant strength is the commitment of adult educators who maintain a strong desire to support adult students in their pursuit of skill development to better prepare them to carry out their multiple roles of workers, family and community members. This commitment has been demonstrated through the adult education leadership at the helm of ACLS, who have created an infrastructure to encourage and support quality services, all the way down to the classroom level, where teachers regularly "go the extra mile" to help students access services or solve problems well beyond the scope of language instruction. The leadership of ACLS, and increasingly English for New Bostonians, is also a strength of the current system, as these entities provide program resources while at the same time pushing for better program performance, providing support to practitioners and tracking outcomes. This leadership has created resources such as the SMARTT data collection system and the System for Adult Basic Education Support (SABES) that represent institutionalized efforts to support program quality.

Both the ESE system and the numerous non-ESE funded programs enjoy support among policy makers and funders at the state and city levels. Massachusetts has a relatively low reliance on federal funding compared to other states, and the state has maintained funding for adult basic education, including ESOL, even in difficult economic times. In addition to the investment of funds in ESOL services at the city level, Boston offers a strong public transportation system that allows its citizens, including those participating in ESOL services, to move around the city to access services.

Taken together, these strengths represent a strong foundation for meeting the needs of Greater Boston's limited English proficient; however, gaps and weaknesses still exist in the services provided through both ESE and non-ESE funded programs.

System Capacity and Meeting the Demand for Services:

There is an enormous unmet demand for ESOL services for the considerable number of LEP immigrants in Greater Boston. Programs responding to the Provider Survey and those to which we made site visits attested to this when they prioritized the need for additional seats to serve the many people on their waiting lists. In addition to unmet demand, the system faces capacity challenges in other areas as well. Basic infrastructure is lacking for some programs outside of the ESE-funded system. The issue of space and the appropriateness of facilities was the most frequently noted current and future challenge in our Provider Survey.

Technology has become an important component of infrastructure and learning supports, yet providers and other stakeholders indicate that programs are still struggling to obtain and maintain technology resources and to make these sources available to students to support or augment their learning. This may be an area in which the system could seek and expand relationships with the private sector to help meet technology needs. See **Tables 32** and **Table 33**.

TABLE 32

Current and Future Program Challenges Cited by Surveyed Greater Boston ESOL Providers

Current Program Challenges	Percent Comments
Lack of Infrastructure (e.g. facilities, technology)	24%
Student Persistence (e.g. irregular attendance)	21%
Capacity Issues (e.g. waiting list, lack of staff)	14%
Serving Low-Level Learners (e.g. low literacy, learning disabilities)	14%
Students' Need for Supportive Services (e.g. case management, social services)	7%
Future Program Challenges	**Percent Comments**
Lack of Funding (e.g. increased costs, shrinking budgets)	35%
Low Capacity (e.g. long waiting lists, lack of volunteers)	19%
Lack of Infrastructure (e.g. facilities, technology)	19%
Shift to Workforce Development Focus (e.g. transitioning students to college, training)	9%
Managing Complex Student Needs (e.g. low skills, learning disabilities)	5%

Source: CommCorp Provider Survey 2010.

TABLE 33

Suggested Program Improvements Cited by Surveyed Greater Boston ESOL Providers

Suggested Program Improvements	Percent Responding
Additional Classroom Hours (e.g. more classes, flexible scheduling)	46%
Providing More Supportive Services (e.g. case management, counseling)	14%
Improving Workforce Development Capacity (e.g. transitions, employer relations)	14%
Improving Program Infrastructure (e.g. facilities and equipment)	12%
Increased Resources (e.g. funding)	5%

Source: CommCorp Provider Survey 2010.

An important element of system capacity is the teaching force providing instructional services. Data in this area suggest that many teachers are part-time and lack credentials or training that would allow them to be more effective in providing services. Stakeholders confirm that the system as a whole has a heavy reliance on part-time teaching staff, with low compensation levels that encourage staff turnover, even though ESE has made great progress in the past two decades to provide decent salaries, benefits and paid professional development release to its teachers. Provider Survey respondents identified higher salary and benefits for staff as the number one program priority area to be addressed. See **Table 34**.

When teachers do not stay in programs, any knowledge or skill that they acquire related to teaching is lost to a program, and when teachers work part-time and are often working multiple jobs to make ends meet for

TABLE 34

Ranking of Program Priorities

Program Priorities	Rank	Total Points Allocated	No. Sites Giving Category Min. 1 Point	% Sites Giving Category Min. 1 Point
Higher Salary & Benefits for Staff	1	95	30	70%
Expanded or Improved Technology	2	60	22	51%
Additional Seats	3	53	19	44%
Increased Intensity of Instruction	4	50	20	47%
Expanded/Improved Classroom Space	5	45	17	40%
Additional Non-Instructional Staff	6	39	17	40%
Additional Instructional Staff	7	29	12	28%
Additional/Improved Curriculum Development	8	18	10	23%
Additional/Improved Instructional Materials	9	17	7	16%
Additional/Improved Professional Development	10	12	8	19%

Source: CommCorp Provider Survey

Survey respondents were asked to allocate 10 points across the categories shown above to indicate which ones were their highest priorities. They could award all their points to one category, spread them across many, etc.

themselves, they cannot fully engage in program-level efforts to coordinate and strengthen services. All of this can compromise the quality of instruction and pose challenges to effective professional development. Professional development research indicates that one-shot workshops are not as effective a means of developing teachers' capacity as on-going, sustained high-quality opportunities for developing their skills.[8]

Through SABES, ESE has attempted to move beyond the workshop model by providing program-based technical assistance to underperforming programs so that teacher professional development and program development go hand in hand. As noted above, the state has one of the nation's most rigorous certification processes, but, since not every teacher is required to complete this process, the system must rely on other means to strengthen its teaching force. ESE is also developing a systemic method of ensuring that all practitioners have a foundation in adult learning theory and/or second language acquisition theory as well as content knowledge. Such efforts seem necessary to ensuring that all educators are equipped to teach in alignment with state curriculum frameworks to better promote student learning.

Even with appropriate knowledge about the basics of good ESOL teaching for adults, teachers will constantly need to learn new skills for new services. For example, collaboration with workforce development entities could be pursued to develop a curriculum for teachers training in areas such as developing employer relationships or using labor market information. Some efforts in this direction have been made but more needs to happen on a system-wide basis. At the same time, such efforts also require mechanisms to enable staff to devote the time necessary to learn about these new curricula and prepare lessons plans and teaching activities for this innovation.

Other Service Needs: Stakeholder interviews revealed that immigrant LEP students require a number of other services beyond language instruction to facilitate their successful integration into the economic and social lives of their communities. Immigrants often need help understanding and navigating public service systems, as well as developing self-advocacy skills. Students require support in learning what resources exist and how to access them through face-to-face and on-line means in academic, health, social service, and other contexts. ESOL students also need a set of core life and time management skills, including decision-making, problem-solving, and working with others. While these types of skills can be integrated into curricula at low cost, other services, such as bilingual counseling and job placement support, in addition to resources for child care services, housing, food pantries, and support for dealing with domestic violence; require ESOL providers to partner with other agencies to make such services available.

Another important area to address is the role LEP immigrants have as parents. The ESOL system can work with school systems to develop services to meet the needs of parents. By offering relevant and accessible services at times and venues that account for parental roles, the system can engage parents to support their own learning as they support that of their children. Several efforts are underway in the city, such as the Boston Public Schools program described earlier and English for New Bostonians' efforts to provide targeted ESOL for parents. Such efforts should not limit their focus to parents of elementary school age children. Adolescent parenting can also pose challenges for immigrant parents.[9] In addition to managing adolescent social issues, LEP immigrant parents require help acquiring language and navigation of systems involved in supporting their children's secondary education and paths to higher education.

Distribution of Services: There exist both geographical and learning level gaps in the Greater Boston system for adult ESOL, and the bulk of the resources are allocated to lower levels of instruction with fewer services available to higher-level learners. Part of the reason for this is limited funding, requiring programs to prioritize the greater numbers of beginning- and intermediate-level students.

However, one of the most striking gaps in the system identified in our research process is created by federal policy that only allows federally funded programs (which, in Massachusetts, include all ESE-funded programs since the state budget is comprised of federal and state funds) to serve learners entering programs up to Student Performance Level (SPL) 6, leaving students with skills at levels 7 and 8 without instructional options in the public system.

At the same time, and with support from the federal government, the state is encouraging the development of transition programs to foster student movement into post-secondary education following their participation

in ABE/ESOL services. However, ESOL students who are at a SPL 6 do not have the skills to enable them to take advantage of transition services and may be limited in how far they can advance in the workforce without increasing their skill levels.

Services are needed to support students along the complete pathway necessary to prepare them for post-secondary education. For some higher-level students, transition to ABE to acquire a GED is the appropriate path, but for those who have had a college education in their country, providing them with more advanced English for the workplace and connecting them with professional communities/mentors in the U.S. to facilitate a transition into their area of training would constitute a more efficient use of resources. Such an approach currently exists for nursing and should be expanded to other professions and industries. (See the sidebar on the Boston Welcome Back Center.)

ESE has advocated for change at the federal policy level to fill gaps in the system. Until such change occurs, there is an opportunity for private funders to fill this service gap by providing resources for higher-level (SPL 7 and 8) programs. In the long run, however, the state and other stakeholders should continue to advocate for change in this policy as the federal Department of Education puts a greater emphasis on post-secondary education. The complete continuum of services that lead to preparing people for that level must be fully supported.

At the other end of the skill spectrum are gaps in the services available to support literacy development among ESOL students who are not literate in their first language. While some programs offer specialized services, in too many cases beginning ESOL classes mix students with low levels of literacy in their native language with those who are literate. While such groups may find common ground in their need to acquire speaking skills, the foundations upon which they can draw are quite different and thus necessitate different approaches to instruction. While ESE supports ESOL literacy and ENB is increasing investments in this area, efforts to provide differentiated instruction around literacy needs are needed more widely in the system.

Supports for Participation: One of the most challenging aspects of adult education often identified by providers (including those in our survey) is the problem of student persistence. Students often have complex lives and must balance multiple responsibilities that draw them away from learning. Among ESE programs, more than 57% of students are employed and working many hours a week as they seek to improve their English skills. The system must be oriented to serving the needs of adults managing multiple adult roles and the challenges that are inherent therein.

An important element of the ESOL system must be the supports it provides to sustain student participation in instructional services, whether through direct service or referral to other resources. While ESE funding includes support for counseling services, stakeholders interviewed for this study emphasized that these services are under-resourced and therefore under-developed, and that the capacity of adult educators to provide effective

Boston Welcome Back Center for Nurses

The goal of the Boston Welcome Back Center is to solve two problems at once: to help Massachusetts meet a need for more nurses, and to help immigrants who were nurses in their native countries transition to the nursing profession in Massachusetts. The Welcome Back Center, which opened in 2005, is a consortium made up of Bunker Hill Community College, Mass Bay Community College, the Massachusetts Department of Higher Education, Roxbury Community College, and the University of Massachusetts Boston. To be accepted into a program, an applicant must have been a certified nurse in her home country and a resident of Massachusetts. The center offers three levels of classes to participants who have appropriate English and computer skills as well as preparation classes for the board exam in nursing. The program also gives individualized support to help participants get their Massachusetts nursing credential and find work in nursing or a related occupation. People move through the program at their own pace. The time required to complete the process varies depending on a participant's situation. To date, 162 participants have completed the program and gotten their Massachusetts nursing licenses. All of these found work as nurses or in a related field. Currently there are 726 participants enrolled in the program.

counseling services is not consistent across the system.

The New England Adult Learner Persistence project has identified elements of programming that support student persistence, including counseling and peer support and efforts that do not require additional funding sources.[10] The findings of such research could be applied to the system more widely. Another way to support student participation in services is to expand work-based opportunities for people to continue learning once they have left ESOL programs and are working. The system needs to engage more employers in supporting and offering ESOL in their workplaces.

ENB has worked to increase state, federal and private funding through its statewide English Works Campaign, a coalition of business, labor, community and civic leaders and organizations. The Campaign calls for a high-quality, public-private ESOL system that serves immigrants, businesses, and the Commonwealth. Continuing to build the skills of immigrant workers once they enter the workforce should be a shared responsibility of both the adult education and workforce systems. These entities should work together to share their expertise and help demonstrate the value to businesses of these services and expand hybrid public-private funding models.

Technology also offers opportunities to expand adults' access to learning opportunities outside of scheduled class hours. ESE and ENB both have made and continue to pursue investments in developing distance learning models to meet student needs. The experience of these efforts must be shared across the system to develop and promote distance learning models that are appropriate for students, along a spectrum of independence, to allow people to continue learning on their own as a replacement for supplement to classes.

System Coordination and Communication: ESOL services in Greater Boston today are provided through an array of services that combine highly structured ESE services with independent and community-based efforts. As multiple stakeholders noted, the "system" as it exists represents many class offerings but with very few exceptions these classes are not coordinated in a pipeline of services that connect students to a complete continuum of services to allow them to meet their employment and educational goals. This perspective on the system is reinforced with the findings of this report which noted significant gaps at higher levels of instruction.

Also related to system coordination is the duplication of services identified by many stakeholders as a problem. As programs have been established in Boston around neighborhoods and ethnic groups, they have offered adults accessibility to services; however, this growth has contributed to a duplication of services at lower levels and gaps in services levels beyond intermediate ESOL. Moreover, propelled in part by ESE's intent to provide a continuum of services for students across all educational levels, and concomitant regulations requiring that programs provide a sequence of three levels within a program to allow students to advance at one location, too many programs are trying to "do everything" rather than coordinate services across a pipeline.

An example of neighborhood level efforts to coordinate services exists in Chinatown, where the ESE-funded community planning process allowed service providers to come together and exchange information and coordinate efforts around service offerings at various levels across agencies. These efforts were documented in a chart distributed across educational and other local agencies to widely disseminate information on levels of instruction available at the different agencies in the Chinatown neighborhood. Informed by a strategic planning process, ESE is considering a shift to specialization of services and coordination of a sequence of advancement across programs, managed by Memoranda of Agreement between agencies, as a more effective and efficient use of resources. Once these changes take place, the array of services should be communicated to the public.

As practitioners pointed out, in addition to coordination of services, communication about both opportunities and good practice is very limited. Programs are not sufficiently aware of what other programs are doing or where they can refer students who they cannot accommodate or who are ready for the next level of services. This information is important both to students themselves and the staff of programs where they participate.

Related to practice, stakeholders reported that there are excellent instructors operating in isolation without a strong system to connect them to other teachers to disseminate and expand good practice. Low-cost models of peer and program-to-program mentoring might help to foster such exchange and strengthen services being provided.

For external users of the system, there is no one comprehensive place to find out about service offerings. For instance, multiple websites contain some information on ESOL programs in the city, in several instances, searchable by neighborhood. For services outside the city, however, locating services can be more difficult. The ESE-funded Massachusetts Adult Literacy Hotline provides the most comprehensive on-line resource for locating ABE and ESOL services around the state;[11] however for those outside the ABE system and unaware of its existence, this rich resource may be difficult to locate (as an on-line search for "ESOL classes in Boston" revealed).

An exciting model of coordinated communication and comprehensive on-line information for immigrants can be found in the Greater Philadelphia area in the Welcoming Center for New Pennsylvanians,[12] where in one website, immigrants and those who work with them can find information not only on learning English, but also on finding a job, starting a business, getting job training, and accessing legal advice, along with links, FAQs and resources on health, public benefits, housing and more. Such a resource in Boston might benefit all systems serving Boston's immigrants as they seek to provide a comprehensive service web. Since resources within the public sector are currently so constrained, development of such a resource in Greater Boston might be best pursued with the support of private sector and foundation resources.

System Performance: As our data show, the state's focus on improving system performance has paid off not only in better outcomes, but also in lower costs per outcome over time. Still, the performance of the system in helping students advance leaves room for improvement. With the current system of standardized assessment of learning gains as the predominant measure of system performance, we find that among the 58 Greater Boston ESE programs for which FY10 data were available, 77% of students (4,524 out of 5,839) took both a pre-test and a post-test to allow measurement of their learning gains. Of those tested, 58% (2,611) experienced a learning gain, representing 45% of the total number of students served by the system. Similarly, only 45% of the 2,900 students served in non-ESE-funded programs in Boston made documented learning gains. These data suggest that service quality across the system is not consistent and that the current system is not using its resources most effectively.

System performance also includes the next steps that students take beyond participation in programs, including pursuit of GED, obtaining employment, and pursuing and succeeding in post-secondary education programs. Stakeholder interviews repeatedly acknowledged that many programs had limited capacity in these areas. More efforts should be made consistently across programs to assess the extent to which programs are enabling adults to meet their goals beyond language skill development. The idea of "next steps" should be introduced and supported early on in students' entry into programs so that next steps can be supported with relevant skill development and counseling.

In addition to program efforts, ESE has been taking several steps, in coordination with other agencies and stakeholders, to support students' movement toward next steps. These include funding of Career Pathways capacity building grants to programs in the system, as well as leading the Policy to Performance Initiative, an effort over the last two years to bring together the workforce development, community college and ABE systems to align policies that will better support the transition of adult students to post-secondary education. The initiative will include joint funding from ESE and the Executive Office of Labor and Workforce Development to support two pilot projects that will offer services to a combination of ESOL and ABE students.

ESE has also convened a working group that includes representatives of the Local Workforce Investment Board (LWIB) Association, Workforce Investment Act administrative entities, and the ABE Directors' Council to make recommendations around how best to support the employment-related goals of adult students. These actions represent progress toward moving the system in a more positive direction to better support student transitions into opportunities beyond ESOL instruction. To fully realize their potential impact, these efforts will require resources from the public sector, as well as private sector and foundation support.

System Innovation: Given funding constraints and the high demand for even basic services, the current system of ESOL services has not provided sufficient funds to support innovation. Educators are trying out new approaches. Jewish Vocational Service, for example, is infusing a set of core skills at all levels to begin preparation for next steps at whatever level a student enters

Innovative Models for Integrating ESOL and Occupational Training

Adult ESOL providers are particularly keen to move adults beyond the survival English stage, knowing that living-wage jobs require at least intensive job training or post-secondary education in the U.S. today. There is a dizzying array of new models, research, and best practices in this area, supported by funding from state and federal governments, local foundations and national foundations, including the Bill and Melinda Gates Foundation. Several programs provide examples of new models for serving ESOL students.

Instituto del Progreso Latino:

A Chicago-based program, Carreras en Salud, is an example of an integrated basic skills and health care career pathways program, where adult students start at the program level and receive English language instruction contextualized to the goal of becoming a Certified Nurse Assistant or LPN. This "bridge" program helps LEP adults learn the English and basic skills to work in nursing positions, offering students "seven levels at which they can enroll…and advance according to their capacity and test scores… each level is designed to be completed in 16 weeks." Partnerships with local organizations, employers and community colleges make this staged approach work: Institute del Progreso Latino, a community-based organization, provides instruction in the three lower levels of English language instruction on health care topics and job placement; another social service organization helps with case management while students are taking their pre-LPN classes; the Humboldt Park Vocational Education Center (based at Wilbur Wright College) provides classes at the pre-LPN phase and then transitions students to the final stage of LPN-level classes at Wright College. Instituto also provides a tutor who has experience in the health care field to help students individually, in addition to their basic English classes, and together Instituto and Wright College have developed a data-sharing and tracking system so they can follow each student through every phase. Instituto reports that, of the 700 students who have participated in the Carreras en Salud program since 2005, 85 Latina women have attained their LPN and are earning, on average, $40,000 a year.[13]

Intensive English for Educated Immigrants:

The Career Advancement Program based at Mills College, in Oakland, CA, provides a tuition-based English program that integrateds intensive English instruction with career readiness, computer training, job internships, counseling, and job placement services. Students attend 22 hours a week in an eight-week session, moving on to the next level whenever their English improves. Since most of the students are low-income, they receive help with the $8,400+ tuition (for 32 weeks) from government workforce development program funds or student financial aid.[14]

Integrated Specific Job Skills for Low-level English Language Learners:

An example of a college-based program, the Motivation, Education and Training (MET) Construction program at El Paso Community College helps students with low levels of formal education and limited English proficiency study English and learn the construction trade. In this 28-week, 8-hours a day course, students start with 8 weeks of Spanish-language GED and computer instruction, followed by 20 weeks of vocational English coupled with construction skills training. They learn construction skills in class but also through building a house on college grounds, using only English and working with experienced construction staff and English-language mentors. The program, which costs almost $13,000/student, is funded through the Department of Labor.[15]

their services. Such new approaches are not taking place in a coordinated way across the system and can access little financial support from the public sector. This may be an area where private sources of funding could be directed to support research and development efforts to enhance system performance through innovation. Supporting demonstration projects and the sharing of experiences and learning among such projects during and after completion would help to support and disseminate innovation in practice.

While innovations related to instruction and skills would be a welcome addition to the system, innovation should also include the development of integrated models that combine ESOL instruction with skills development to facilitate more rapid and successful transitions to employment or job advancement. Given current restrictions on ESE funding, which do not allow the use of funding for skills training, integrated training will require funding from other sources.

8.
Recommendations

Through the leadership of the Department of Elementary and Secondary Education (ESE), Massachusetts has made substantial progress in improving the quality of adult English for Speakers of Other Languages (ESOL) services in Greater Boston and beyond over the last twenty years. There is a trade-off between improving quality and increasing access or quantity. In the past, Massachusetts ESE has opted to emphasize quality improvement over access expansion, partly because investments in quality ensure that students move efficiently through the system, thereby allowing others to access services. Despite these advances, challenges persist in meeting the demand for services and ensuring quality across all programs, especially beyond ESE funded programs. Now is a time to build on the system's foundation and move the system in new directions to meet its challenges through innovation. Models which are already operating in Boston and other places around the country can be replicated widely throughout the system. The goal of this next phase of ESOL system development should be to:

- Reduce the gap between supply and demand by increasing access to services for people who are experiencing barriers to participation; and
- Continue to improve the services programs offer in ways that allow adults to make progress more efficiently.

The key to these improvements lies in new ways of providing services to the many different types of students served by the system, as defined by their learning needs, life stages and goals.

ESE's current strategic goals for adult education—ensuring access, increasing quality, and preparing students for next steps to college, further training, work and community participation—provide direction to the ESOL system coinciding with the findings of this report. The challenges that remain are to develop programmatic innovations that improve system efficiency and to secure additional resources.

Growth of federal, state, and Boston city budgets will be limited over the next few years. The system must therefore improve in ways that make the most effective and efficient use of the resources currently available. Non-governmental sources should add some funds over this difficult period, and partnerships between adult ESOL programs and employers, job training programs, and other social service organizations and businesses can offer ways to improve and expand services.

Foundations and private funders can play a significant role in providing support for adapting, testing and propagating innovative approaches. However, successful innovations may require changes in state and federal policies before they can be widely implemented, and research can provide the evidence needed to guide and justify those changes and promote further innovation.

Reducing the Gap

At present ESOL programs only serve a fraction of LEP immigrants in the Greater Boston area, which leaves thousands of potential students without an opportunity to study, especially since most adults need more than one year of study to increase English skills to career-building levels. A dramatic increase in funding for ESOL is not feasible in the current economic environment. The ESOL system must, therefore, identify ways in which its limited resources can be leveraged to serve more potential students in Greater Boston.

Changes in Program Practices

Increase Intensive Services. To date, only a limited number of programs offer intensive services to new LEP immigrants or individuals between periods of full-time employment. New LEP immigrants are more likely to have free time, since they may not have begun working and may have public or private support while making their transition into a new life in Boston. Others, including mothers of school-aged children and recently laid-off workers, may have many hours during the week

when they could attend class. Such situations offer opportunities for more intensive (20 hours per week or greater) ESOL instruction, whether they are linked to resettlement programs that support newly arrived immigrants, serve the unemployed or are available to a wider audience. Expanding the availability of intensive services would help these students make the most of the time while they are not struggling to balance full-time work with other adult roles. Programs offering intensive services can then link students with less intensive services that will support their continued learning. Education Development Group in Boston has a model for such a program.

Coordinate services to provide greater differentiation and reduce duplication. Currently, too many programs attempt to offer a full sequence of services to their students and too often, classes mix students at different skill levels or life stages with divergent goals for learning. Potential ESOL students fall into several different groups based on their goals, prior education or literacy levels. If all students were placed in classes more closely designed for their group, they might learn more efficiently at a lower cost. ESOL service providers should coordinate their services at the local, even neighborhood, level so that greater differentiation of services can be offered to students. The Chinatown collaboration of programs, while not yet able to offer a completely seamless system for differentiated instruction across programs, has a model for such coordination.

Increase weekend and summer classes. ESOL programs in Greater Boston offer very few ESOL classes on Friday, Saturday and Sunday, and most are closed for many weeks during the school system's summer break. Many working immigrants have free time on Saturday and Sunday and some could attend classes on Friday and during the summer. Providers should expand service offerings during these times to provide access to more people unable to attend class during the week or as a means to increase the number of hours that students can access services. It may require some focused attention and problem solving to make this happen as this recommendation has been made often in the past and weekend and summer programs are difficult to organize, fund and staff.

Use technology to fill gaps and promote self-directed learning. Without a significant influx of funding, it is unlikely that the current system can provide classroom-based or even one-on-one volunteer instruction to all who seek to improve their English skills. Technology can provide opportunities to increase access to learning for those unable to attend classes and those with the education, skills, motivation and ability to learn on their own. In particular, there are more than 45,000 Limited English Proficient (LEP) immigrants in Greater Boston with at least a bachelor's degree who could potentially take advantage of a technology-based alternative. Boston is home to some of the world's most innovative technology companies and academic research centers. These organizations should be encouraged to take on this problem and help the ESOL system improve its technology-assisted instruction. Efforts by ESE and English for New Bostonians (ENB) to develop models that blend face-to-face time with on-line learning present opportunities to test varied approaches and develop learning models that are appropriate for students at different stages of formal education and computer literacy. Resources such as the Learner Web (www.learnerweb.org), already available in the Boston area, can be integrated into program offerings to help students develop individual learning plans that can combine independent and classroom instruction as appropriate to student resources and goals. Local efforts, such as Jamaica Plain's Community Center's Distance Learning Program, and national models, such as those offered by community college ESOL programs in Kentucky, are models for such self-directed learning.

Provide a full continuum of services to support students at higher levels of ESOL. Current federal policy restricts the use of funds for ESOL learners who enter programs at SPL levels of 7 or 8. This leaves many students with skill levels that are inadequate to advance in their work lives, pursue post-secondary education or even qualify for transition to college services. In the long run, federal policy changes will be required to address this issue. In the interim, this gap in services will require support from other sources, such as foundations. The Richard and Susan Smith Family Foundation is funding a Next Steps Transitional English Program at the Asian American Civic Association in Boston. This program aims to bridge the gap between lower-level ESOL classes in Greater Boston by offering a four-level intensive ESOL program to prepare students for college or employ-

ment. The use of blended or distance education for self-directed learning should also be applied to the population of upper-level ESOL students. The REEP program in Arlington, VA has a model for such web-based distance self-directed learning for adult students on a wide range of topics, not just preparation for work.

Changes in Policy

These changes in program practice will require policy modifications at federal and state levels. Federal policy must remove barriers to serving higher-level learners to support more successful transitions to post-secondary education and employment. Federal funding is governed by the Workforce Investment Act (WIA), which should be reauthorized by Congress this year or next. Reauthorization allows for changes in the mandates and regulations that govern this funding. The state's Congressional delegation could be a partner in making changes, such as allowing higher-level instruction, as well as counting online learning time for accountability purposes, in WIA. In addition, changes are needed to encourage innovation in ways that expand access to services. Within Massachusetts, ESE is already beginning to work with other agencies to explore better coordination and differentiation of services and to alter its policies regarding the percentage of funds that can be used for non-rate based classes to support increasing both intensity and access to specialized instruction. These are promising signs of positive change within the state system.

Research Needed

Research can serve an important role in supporting the changes proposed to reduce the gap in ESOL services through efforts to explore:

The nature of demand at higher levels of ESOL. This includes whether the demand is coming strictly from students moving up within the system, or whether it also includes people entering the system at higher levels. How are higher-level students meeting their language improvement needs outside the public system?

The role of for-profit service providers. What role do for-profit English schools and language programs at the region's private colleges and universities fill in meeting the demand for ESOL services? What can the public system learn from that system?

Barriers to weekend and summer instruction. Why do so few programs offer services at these times? What are the barriers to doing so, and how can they be reduced or eliminated?

Integrating distance learning models. What are the lessons learned from current investments in distance learning models? How can these be integrated into future services and proliferated throughout the system?

The federal government's support for research into adult ESOL has declined over the last five years. Public and private funding agencies within Massachusetts could fund new research and evaluation efforts, and federal sources could also increase support for research as well.

Improving Services for Increased Efficiency and Quality

There are numerous ways that ESE-funded ESOL programs and those funded by other means can improve their services in order to enhance quality and the speed with which students advance and progress through the different levels of English.

Changes in Program Practices

Increase supports to student persistence. Efforts must be strengthened to support the continuation of adult learning within and beyond classroom settings. The expansion of distance learning, as suggested above, is one means of supporting learning when circumstances dictate that students cannot participate in classes. Enhanced counseling services are also necessary to identify student needs and goals, but more important, to sustain participation as students must manage complex life circumstances, as well as important junctures in their journey through class levels and transitions to employment and continued learning beyond the offerings of a particular program. The public sector has recognized the importance of counseling and other student supports; however, funding constraints limit the effectiveness of these services. New funding sources, such as foundations, are needed to enhance these services.

Expand ESOL services in and for the workplace. One important way to support student persistence and improve the economic opportunities of adult students is to make ESOL services available at or near their places of work and aligned with advancement opportunities at work. Employers can play multiple roles in supporting ESOL instruction, such as collaborating with providers to offer workplace-based classes. Employers can also provide useful information on soft skills and communication requirements which inform curriculum development and instruction in non-workplace based programs to better prepare students for successful work experiences. ESE has many years of experience and expertise in supporting workplace education. Many employers are eager to support the skill enhancement of their workers, for increased productivity and loyalty, as well as the personal benefit better English skills offer their employees. More needs to be done to engage employers in this process. Efforts like the EnglishWorks campaign, and partnerships such as those supporting BEST Corp, represent models in this area.

Increase support for post-secondary success. If they are to be economically successful, ESOL students must prepare themselves to be successful in post-secondary education and training. Some ESE programs have added preparation for post-secondary education to their mix of services, and these local efforts, along with efforts in other parts of the country, are producing some positive results. However, most ESOL students are not making this transition or failing to complete their education if they do enter post-secondary education and training institutions. This is an area of work that may need a new approach, one that builds on existing models but also charts a more direct course for students from ESOL to a post-secondary diploma or certificate. Programs such as Jewish Vocational Service's Transitions to College and Careers program, which is focused primarily on getting students into and through Bunker Hill Community College's Allied Health certification programs, may provide an example of the ways of supporting students more fully along a career pipeline. Foundations should fund projects that experiment with ways to help ESOL students, in particular by charting a direct and sequenced course to post-secondary education and training and building the skills and knowledge they need to be successful in that journey.

Support integrated ESOL and occupational training. Among the new frontiers of innovation in ESOL programming is the development of services that integrate language instruction with occupational skills training at a much lower level than in years past, where beginning-level English was focused strictly on "survival English." As models discussed in this report show, such services maximize the time that students are available for learning and support transitions to employment for adults at different skill levels, from basic to college-level skills. While Massachusetts has been a leader in many areas of adult education, the development of integrated models has likely been hindered by policy constraints that prevent ESE from funding skills training. Some efforts to offer integrated ESOL and occupational skill services have taken place through training programs funded through the City of Boston Office of Jobs and Community Services. These include the Allied Health program specifically for immigrants at Bunker Hill Community College. It is time for ESE and the workforce development system in Massachusetts to combine their resources and seek out additional funds to support the testing and development of these models to meet employer needs and enhance the economic advancement potential of ESOL students. Instituto del Progresso Latino in Chicago has a model for helping even beginning-level adult ESOL students to progress through jobs and education levels (from basic education through community college) in the nursing field.

Improve the capacity of the teaching workforce to maximize results. ESOL teachers in the Boston area are a highly educated group of professionals. To be most effective in their role, they need specialized training around second language acquisition and evidence-based teaching strategies for adult ESOL students. In addition, as the system moves toward more differentiation of services, as suggested above, teachers will require additional skills related to supporting successful transitions to employment and post-secondary education at one end of the learning spectrum, and supporting literacy development among students who lack literacy skills in their first language at the other end. Moreover, as the system seeks to support student persistence by promoting the expansion of workplace-based, employer-supported services, many teachers will require a new skill set to best meet employer and employee needs. ESE is taking steps to orient the work of SABES to better equip ESOL teachers to provide instruction that

supports the Massachusetts ESOL Curriculum Frameworks. While these efforts represent important steps toward capacity building of the teaching workforce, more needs to be done to build the skills of teachers operating outside of the ESE-funded system, at community-based organizations or employer-based programs. Private sector and foundation funders could fill a gap to support professional development for these educators, drawing on and supporting the resources developed through SABES.

Expand distance learning capacity and innovation. Technology assisted programs provide a means for increasing access but may also facilitate improved quality and efficiency. Technology can be used to support speaking and listening skills and test for basic writing skills and planning for self-directed learning.

Changes in Policy

Programs funded by ESE provide ESOL services based on a set of federal policies that govern what they do and how they are held accountable for their funding. These policies have supported the performance of a growing and improving system for many years but now policies should also be supporting innovation. The policies needed to support the improvements to quality and efficiency suggested here include expansion of efforts already begun by ESE to change its funding structures to allow more non-rates based classes and development of transition models. To best support students along career pathways, including integrated ESOL and occupational programs, ESOL programs may need to establish articulation and other agreements with community colleges and other post-secondary institutions to break down institutional barriers that impede cooperation and joint pursuit of innovative projects.

Research Needed

Adult ESOL program quality is difficult to assess, in part because it serves so many different types of students and in part because collecting accurate data is difficult. Research to support continued improvement of quality ESOL services could include:

- Analysis of needs and goals of the LEP population to identify how differentiated services would be of value;
- Testing and analysis of differentiated services to understand what approaches work best for which populations;
- Longitudinal study of outcomes of transition to college and other programs designed to support students' next steps;
- Efforts to understand how teacher quality affects student outcomes and how the skill demands for teachers brought on by innovative approaches can best be met through professional development;
- Testing for how support services can improve student persistence and learning outcomes; and
- The use of technology for blended learning to improve quality.

Appendices

Appendix A
List of Key Stakeholders Interviewed

Joan Abbot – Boston Education and Skills Training Corporation

Hillary Baumann – Aramark

Lisa Beatman – Jamaica Plain Community Center Distance Learning Program

Fred Bennett – Boston Chinatown Neighborhood Center

Ruth Bersin – Refugee Immigration Ministries

Sylvia Beville – Metrowest Workforce Investment Board

Carolyn Blanks – Massachusetts Senior Care Association

Toni Borge – Bunker Hill Community College

Miriam Burt – Center for Applied Linguistics

Richard Chacon – Massachusetts Office for Refugees and Immigrants

Carol Chandler – Massachusetts Office for Refugees and Immigrants

Barbara Chassaigne – Tufts Medical Center

Marie Downey – Boston Education and Skills Training Corporation

Westy Egmont – Co-Chair of Governor's Commission on Immigrants

Katie Ehresman – Boston Public Schools Family Literacy Program

Richard Goldberg – Jewish Vocational Service

Claudia Green – English for New Bostonians

Marcia Hohn – Immigrant Learning Center

Siri Karm Singh Khalsa – Boston Language Institute

Sara Jorgensen – Haitian Multiservice Center

Dan Lam – Welcome Back Center, Bunker Hill Community College

Frances LaRoche – Education Development Group

Joan LeMarbre – Adult and Community Learning Services, Massachusetts Department of Elementary and Secondary Education

Cheri Leung – Boston Chinatown Neighborhood Center

Alvaro Lima – Boston Redevelopment Authority, City of Boston

Leo MacNeil – HarborOne Multicultural Center

Johannah Malone – Mujeres Unidas en Accíon

Mark Melnik – Boston Redevelopment Authority

Joanne Pokaski – Beth Israel Deaconess Medical Center

Mina Reddy – Community Learning Center

Steve Reuys – System for Adult Basic Education Support/ Boston

Jerry Rubin – Jewish Vocational Service

Diana Satin – Jamaica Plain Community Center Distance Learning Program

Sunny Schwartz – Asian American Civic Association

Anne Serino – Adult and Community Learning Services, Massachusetts Department of Elementary and Secondary Education

Klare Shaw – Edvestors, formerly of Barr Foundation

Daniel Singleton – Office of Jobs and Community Services, City of Boston

Igor Sokolik – New American Center, Lynn

Natasha Soolkin – New American Center, Lynn

Roberta Soolman – Literacy Volunteers of America

Betty Stone – Somerville Center for Adult Learning Experience

Luanne Teller – System for Adult Basic Education Support

Christine Tibor – Framingham Adult ESL Plus

Jude Travers – International Institute of Boston

Juan Vega – Centro Latino de Chelsea

Felisa White – Mujeres Unidas en Accíon

Jean Whitney – Carl and Ruth Shapiro Family Foundation

The Students of the Lynn New American Center's ESOL Job Prep Class

Appendix B

Map of Greater Boston Area

As Defined by the Boston Foundation

For the purpose of this report, the Boston Foundation defines the "Greater Boston area" as containing the City of Boston and the following 79 towns: Arlington, Ashland, Bedford, Belmont, Beverly, Braintree, Brookline, Burlington, Cambridge, Canton, Chelsea, Cohasset, Concord, Danvers, Dedham, Dover, Duxbury, Everett, Framingham, Gloucester, Hamilton, Hanover, Hingham, Holbrook, Hull, Lexington, Lincoln, Lynn, Lynnfield, Malden, Manchester, Marblehead, Marshfield, Medfield, Medford, Melrose, Middleton, Millis, Milton, Nahant, Natick, Needham, Newton, Norfolk, North Reading, Norwell, Norwood, Peabody, Pembroke, Quincy, Randolph, Reading, Revere, Rockland, Rockport, Salem, Saugus, Scituate, Sharon, Sherborn, Somerville, Stoneham, Sudbury, Swampscott, Topsfield, Wakefield, Walpole, Waltham, Watertown, Wayland, Wellesley, Wenham, Weston, Westwood, Weymouth, Wilmington, Winchester, Winthrop, Woburn.

Appendix C
Methodology

Population Data

To describe the immigrant population in the Greater Boston area, the Center for Labor Market Studies at Northeastern University analyzed data from the American Community Survey (ACS) (2006-2007-2008 three-year sample) and the 2000 census. ACS data are estimates based on sample surveys. The three-year sample is a period estimate representing the characteristics of the population over the period 2006 to 2008. In contrast, census data provide a count of the population at a point in time, the year 2000.

The smallest unit of data available in ACS three-year samples is the public use microdata area (PUMA). For the purpose of this report, PUMAs were matched with cities and towns in the Boston Foundation's definition of the Greater Boston area. Although the alignment is not perfect, the PUMAs offer a close approximation to the defined region. In the small number of cases in which a PUMA included a mix of cities and towns that were not included in the Boston Foundation region, the PUMA was included in the analysis if at least 50% of its population came from Boston Foundation towns. (For example, the City of Gloucester and the town of Rockport, while included in the Boston Foundation's area, were excluded from the analysis; Stoughton was included even though it is not part of the Boston Foundation region.) (See Appendix B for a complete listing and map of the Greater Boston region used for this report).

Definitions

Immigrant

The U.S. Bureau of Census, in the decennial census and annual American Community Survey asks respondents about their place of birth and about their citizenship status, and any person who was born outside the U.S. or its territories and was not considered a citizen at birth is referred to as "foreign born." Most analysis on immigrants refers to the "foreign born."

The term *foreign born* refers to people residing in the Unites States at the time of the census who were not U.S. citizens or U.S. nationals at birth. The foreign-born population includes naturalized citizens, lawful permanent immigrants, refugees and asylum seekers, and persons living in the country without authorization. The term *native* refers to people residing in the Unites States who were US citizens in one of three categories: 1) people born in one of the 50 states or the District of Columbia; 2) people born in Puerto Rico or a U.S. Island area, such as Guam; or 3) people who were born abroad to at least one U.S.-citizen parent."[1, 2] Typically the terms *foreign born* and *immigrant* are used synonymously. Often respondents to surveys who are born abroad of one or both U.S. citizen parents may also answer that they were born abroad, so they may be included among the foreign-born or immigrants. For the purpose of this report, individuals born in Puerto Rico and other U.S. territories are included among immigrants, as they share challenges related to English with other immigrants.

Limited English Proficiency

To determine the size of the Limited English Proficient (LEP) population in the Greater Boston Area, the research team used data from the ACS. The Migration Policy Institute notes that "in any data from the decennial census or American Community Survey, the term Limited English Proficient refers to any person age 5 and older who reported speaking English "not at all," "not well," or "well" on their survey questionnaire. Persons who speak only English or who report speaking English "very well" are considered proficient in English."[3] This report classifies immigrants who report that they speak English "well" as LEP, because empirical studies have shown that the labor market and civic experiences of immigrants who reported that they spoke English "well" were significantly different from their counterparts who reported higher levels of English speaking skills.[4]

Age

In this report our analysis is of immigrants who are 16 or older, as the focus of the report is adults who need ESOL classes. Federal funding for ESOL classes under the Workforce Investment Act (WIA) of 1998 is covered by Title II Adult Education and Literacy, which defines eligibility for adult education as follows:[5]

(1) Adult education: The term "adult education" means services or instruction below the post-secondary level for individuals:

(A) who have attained 16 years of age;

(B) who are not enrolled or required to be enrolled in a secondary school under State law; and

(C) who:

(i) lack sufficient mastery of basic educational skills to enable the individuals to function effectively in society;

(ii) do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or

(iii) are unable to speak, read, or write the English language.

Poverty Status

Poverty status estimates include the number of people living in poverty based on data from the census and ACS. Poverty status is determined based on the directives and guidelines prepared by the Office of Management and Budget (OMB), using poverty thresholds for different types and sizes of families. Poverty thresholds are revised every year using Consumer Price Index data.

> "To determine a person's poverty status, one compares the person's total family income in the last 12 months with the poverty threshold appropriate for that person's family size and composition (see example below). If the total income of that person's family is less than the threshold appropriate for that family, then the person is considered "below the poverty level," together with every member of his or her family. If a person is not living with anyone related by birth, marriage, or adoption, then the person's own income is compared with his or her poverty threshold."[6]

For example, using 2008 data,[7] the poverty threshold for an individual was $10,997 per year, a family of three persons was $17,165, and a family of six persons was $29,410.

Program Service Data

Program service data for this report drew from multiple sources: the Massachusetts Department of Elementary and Secondary Education (ESE), English for New Bostonians (ENB), the Massachusetts Adult Literacy Hotline, and a survey of Greater Boston ESOL providers designed and conducted specially for this report.

Department of Elementary and Secondary Education Data

Using its System for Managing Accountability and Results Through Technology (SMARTT) database, ESE provided FY10 data for the 58 sites (representing 44 projects or grants) it funded for ESOL classes during that year in the Greater Boston area defined for this report. All data were aggregated to the site or project level; they did not include individual student data, in part, for reasons of confidentiality. The Learn At Work initiative, relatively new at the time, was excluded because its sites generally had fewer than 20 students on record at the end of FY10. Sites that only offered tutoring or distance learning were excluded as well.

English for New Bostonians Data

ENB staff provided data for the 11 sites it funds that do not receive ESE grants.

Massachusetts Adult Literacy Hotline Data

The Massachusetts Adult Literacy Hotline, a service supported by ESE and managed by the System for Adult Basic Education Support (SABES) that maintains a continuously updated statewide directory of adult basic education services, provided contact information for all Greater Boston ESOL sites in its database, as well as data on types of educational and social support services offered and times of class offerings. This information was up to date as of June 2010.

Survey

Commonwealth Corporation attempted to identify and survey every nonprofit ESOL program in the Greater Boston area that met the criteria of serving at least 20 students in FY10 and having at least one paid staff person. The team determined this information through Internet research and qualification calls to the programs; however, the survey ultimately included some sites with fewer than 20 students. Providers that only offered ESOL tutoring or distance learning were not included. A list was compiled starting with information provided by staff of the Massachusetts Adult Literacy Hotline. In addition, programs funded by ESE, ENB, the City of Boston, the Workforce Competitiveness Trust Fund, and the Workforce Training Fund in FY10 were included. The Worker Education Roundtable provided information about additional workplace programs. Finally, programs were sought through an Internet search of school districts and libraries, focusing on towns with the highest percentages of limited English proficient children in the public schools within this report's catchment area.

This process yielded a survey list of 110 program sites representing 95 unique organizations. (Some larger organizations offer ESOL through multiple locations; to maximize the detail available, each of those locations or "sites" received a separate survey.) The project director at each site received a survey by email in summer 2010. Sites received email and phone reminders to complete the survey. To encourage responses, and in recognition of the time required to complete the survey, respondents from non-publically funded organizations received a $50 gift card. The seven state and community colleges located in the Greater Boston area were either included in the survey and/or contacted for short interviews about their ESOL offerings.

The survey asked for quantitative and qualitative information about ESOL class offerings, numbers served, staff qualifications, student demographics, student outcomes, and the respondents' opinions about priorities for investment in the ESOL system. In the case of ESE and ENB sites, program directors were asked to check and confirm some service data already received directly from ESE or ENB, as well as answering the additional questions about their services and priorities.

A total of 47 sites responded to the survey, representing a 43% overall response rate. As might be expected, the larger, publically funded programs were more likely to respond (45%) than the smaller community-based organizations (40%). Workplace programs in particular were underrepresented.

Program Quality Data

Key Informant Interviews and Focus Group

Commonwealth Corporation interviewed more than 30 stakeholders, representing state and city agencies, private funders, long-term ESOL program directors, immigrant advocacy groups, and employers. The complete list of key informants is found in Appendix A. In addition, the team conducted phone interviews with six programs about specific practices of interest. Finally, a focus group of ESOL students was conducted with an English class at the New American Center in Lynn.

Effective Practice Profiles

The team also conducted site visits to create longer profiles of three programs identified as illustrating comprehensively effective practices. Using the existing evidence base on adult education program quality,[8] a framework of "effective practices" was developed into a self-assessment and used as the basis for a site visit protocol. To select sites with evidence of implementing these effective practices, the team began by asking key informants which programs they considered the most effective in the Boston area based on that framework. In addition, the ESE sites with the highest percentages of students with learning gains were identified. Finally, a subset of sites received the self-assessment questionnaire to cross-check whether they perceived themselves as high performers in the areas included in the framework.

Based on the combined results of these sources of information, three sites were ultimately selected: Mujeres Unidas en Acción; Boston Education, Skills and Training Corp.; and Boston Chinatown Neighborhood Center. Site visits, using the protocol, included interviews with managers and, when possible, interviews with teachers and students and classroom observation. One site visit included attending an advisory board meeting.

ESOL students interviewed outside class time were each given a $10 gift card in recognition of their time.

Appendix D

Data from Greater Boston ESOL Providers Supported by Funders Other Than the Massachusetts Department of Elementary and Secondary Education

These tables present data on ESOL students from providers and programs not funded by ESE (Non-ESE Providers) collected through the CommCorp Provider Survey. Survey responses on these items were not sufficient to allow us to draw any valid conclusions about the population served by non-ESE funded programs, but are presented here to provide some insight to the populations served by the reporting providers.

Age Distribution of Students of Non-ESE Providers in Greater Boston, FY10

Age Group	No.	%
Ages 16-18	35	1%
Ages 19-24	169	6%
Ages 25-44	979	37%
Ages 45-59	390	15%
Ages 60+	98	4%
Missing	994	37%
Total Reported	2665	100%

Gender Distribution of Students of Non-ESE Providers in Greater Boston, FY10

Gender	No.	%
Female	1341	50%
Male	735	28%
Missing	589	22%
Total Reported	2665	100%

Employment Status of Students of Non-ESE Providers in Greater Boston, FY10

Employment Status	No.	%
Employed	1125	41%
Unemployed	371	7%
Missing	1373	52%
Total Reported	2665	100%

Educational Attainment of Students of Non-ESE Providers in Greater Boston, FY 10

Educational Attainment	No.	%
Less than HS Credential	958	36%
US High School Diploma or GED	655	25%
Associate Degree	22	1%
Bachelors Degree	138	5%
Masters Degree or Greater	15	1%
Missing	877	33%
Total Reported	2665	100%

Appendix E

Community Colleges with Campuses in the Greater Boston Area with ESOL Offerings

Bunker Hill Community College	BHCC receives ESE funds for programs including classes on the Chelsea campus, the Intergenerational Learning Program, the LARE Training Center, and Transitional Pathways. The college had 1,659 enrollments* in noncredit ESOL classes in FY10 (about four times as many as ESOL for credit in the college or corporate training divisions). This figure includes 27 enrollments in a Workplace English as a Second Language program (ESL).
Massachusetts Bay Community College	Tuition-based courses serve 150 students per year. Both credit and noncredit courses are offered, both day and evening at the Framingham and Wellesley campuses. College ESL I is offered free of charge, serving about 20 students per year.
Middlesex Community College	Credit courses in traditional classroom and in Self-Paced Studies are offered to 200-300 students per semester at the Intermediate and advanced levels. The English Learner Institute on the Lowell campus, offers non-credit courses at a reduced fee, including a free course – "Prepare to Attend College." English for Manufacturing courses are offered at the Bedford campus. Customized/contextualized courses are designed to meet employer and employee needs and are offered at employer site.
North Shore Community College	NSCC receives ESE funds for programs including the Adult Learning Center and a Transitions grant. NSCC has also offered adult basic education through a variety of workforce development grants through the Workforce Training Fund and the Workforce Competitiveness Trust Fund. They are also participants in the Breaking Through Initiative, exploring innovative models for developmental education. NSCC provides technology to community-based organizations teaching ESOL programs through a grant from Verizon. The college had 1,112 tuition-based ESOL enrollments in FY10.
Roxbury Community College	Community ESL program (noncredit, tuition based) focuses on helping students prepare for college-level academic work. More than 1,000 enrollments* in FY10. For-credit English classes are also offered for students who are already taking other college courses. The Center for Workforce Development sometimes offers an English for Professionals course.
Framingham State University	The college offers the following noncredit, tuition based programs: Community ESL program—4-8 hours per week, evenings. Intensive day program—up to 25 hours per week
Salem State College	Offers a range of tuition-based classes (at a higher cost than at the two-year colleges).
University of Massachusetts Boston	Offers a range of tuition-based classes; Workplace education in the Plymouth area.

*Figures represent enrollments, not unique students. May include some duplication of students within a college.

Appendix F

Top 20 Countries of Origin for LEP Immigrants, Greater Boston, 2006-2008

	Country	LEP #	% of Total LEP	Total No. of Immigrants	LEP % (of immigrant from country)	Rank in 2000
1	Brazil	24,339	10.3%	34,827	70%	5
2	China	23,496	9.9%	37,889	62%	1
3	Haiti	16,331	6.9%	29,195	56%	3
4	El Salvador	15,520	6.6%	19,827	78%	7
5	Vietnam	15,399	6.5%	20,159	76%	4
6	Dominican Republic	14,678	6.2%	23,120	63%	2
7	Guatemala	9,439	4.0%	13,613	69%	12
8	Puerto Rico	9,286	3.9%	19,139	49%	6
9	Italy	8,420	3.6%	17,766	47%	8
10	Colombia	6,840	2.9%	11,401	60%	11
11	Russia	5,720	2.4%	11,744	49%	9
12	India	5,644	2.4%	24,437	23%	18
13	Cape Verde	5,174	2.2%	8,181	63%	13
14	Mexico	5,046	2.1%	8,243	61%	22
15	Korea	4,694	2.0%	10,336	45%	17
16	Ukraine	3,516	1.5%	5,798	61%	14
17	Morocco	3,509	1.5%	6,244	56%	27
18	Honduras	3,469	1.5%	6,089	57%	24
19	Portugal	3,317	1.4%	7,526	44%	10
20	Cambodia	3,316	1.4%	4,777	69%	19

Source: ACS 3 year sample, 2006-2008

Appendix G
Sample ESE Program Guidelines

Program Area	Guidelines
Levels and sequencing	Programs must offer a sequence of three ESOL classes at the same part of the day (morning, afternoon, evening).[9] This sequence must include SPL levels 0-6 and may include 7 to allow students to progress from the most basic proficiency to achievement of their learning goals.
Required Class size	Beginning ESOL: 7-15 Intermediate ESOL: 10-20 Advanced ESOL: 10-20
Hours of instruction (estimate of hours needed to complete 1 SPL)	Beginning ESOL: 173 Intermediate ESOL: 168 Advanced ESOL: 152
Intensity of instruction (all levels)	12-20 hours per week for unemployed 7-9 hours per week for employed
Duration	Programs must provide classes for at least 32 weeks up to 48 weeks per year. The optimum range is considered 42-46 weeks.
Student Teacher Ratios	Between 7 and 20 students (Classes of 7 to 8 are only allowable when a majority of students have documented special needs.)
Enrollment	Programs may enroll students in some or all classes during specific enrollment periods.
Curriculum	Curriculum development and instruction is to be aligned with the Massachusetts ABE Curriculum Frameworks and contribute to achievement of student goals.
Assessment	Programs must use required assessments (e.g., BEST Plus, TABE CLAS-E) to document learning gains. In addition to the required standardized assessments, programs are required to develop their own classroom-based assessments (e.g., role plays, quizzes, dictations, portfolios and presentations). Both types of assessments are used to measure student progress, inform students of their progress and inform instruction.
Counseling	Programs are required to provide counseling service hours at least 2 ½ % of instructional hours.
Wait Lists	All programs are expected to maintain wait lists that are kept up to date. All students placed on a wait list must be contacted annually to confirm their interest in program enrollment.
Professional Development	Every staff member in a program (including teachers, support staff, counselors, directors) must participate in professional development activities. Each program must have a Staff Development Facilitator to support staff in professional development planning. 2.5% of each full-time and part-time staff member's hours (or 12 hours, whichever is greater) is to be used for professional development activities in addition to a 15-hour new staff orientation required in the first year of hire. A full-time staff working 40 hours/week is required to complete 52 hours of professional development per year.
Technology	All programs must identify a Technology Coordinator to assist with staff training and integration of technology in the classroom

Source: Massachusetts ESE Guidelines for Effective Adult Basic Educaton

Appendix H
ABE/ESOL Annual Performance Standard Benchmarks

Area	Level Required to Meet Standard	Level Considered "Advanced"
Attendance	Students attend 66%-77% of planned student hours	Students attend 77% and above of planned students hours
Average Attended Hours	Students attend between 130 and 159 hours per year	Students attend 160 or more hours per year
Percentage of Students Who are Both Pre- and Post-Tested	66%-76%	77% and above
Learning Gain**	1671	100%
	Students achieve 35-49% of a learning gain*	50% and above*

Source: Massachusetts ESE

* More points are acquired for greater percentages in this area

** A learning gain represents a statistically significant increase in skills/knowledge as measured by one of the standardized assessments (e.g., BEST Plus)

Appendix I

National Reporting System Categories of Adult ESOL Student Levels

ESL Beginning Literacy	Individual cannot speak or understand English, or understands only isolated words or phrases.
ESL Beginning Low	Individual can understand basic greetings, simple phrases and commands. Can understand simple questions related to personal information, spoken slowly and with repetition. Understands a limited number of words related to immediate needs and can respond with simple learned phrases to some common questions related to routine survival situations. Speaks slowly and with difficulty. Demonstrates little or no control over grammar.
ESL Beginning High	Individual can understand common words, simple phrases, and sentences containing familiar vocabulary, spoken slowly with some repetition. Individual can respond to simple questions about personal everyday activities, and can express immediate needs, using simple learned phrases or short sentences. Shows limited control of grammar.
ESL Intermediate Low	Individual can understand simple learned phrases and limited new phrases containing familiar vocabulary spoken slowly with frequent repetition; can ask and respond to questions using such phrases; can express basic survival needs and participate in some routine social conversations, although with some difficulty; and has some control of basic grammar.
ESL Intermediate High	Individual can understand learned phrases and short new phrases containing familiar vocabulary spoken slowly and with some repetition; can communicate basic survival needs with some help; can participate in conversation in limited social situations and use new phrases with hesitation; and relies on description and concrete terms. There is inconsistent control of more complex grammar.
ESL Advanced	Individual can understand and communicate in a variety of contexts related to daily life and work. Can understand and participate in conversation on a variety of everyday subjects, including some unfamiliar vocabulary, but may need repetition or rewording. Can clarify own or others' meaning by rewording. Can understand the main points of simple discussions and informational communication in familiar contexts. Shows some ability to go beyond learned patterns and construct new sentences. Shows control of basic grammar but has difficulty using more complex structures. Has some basic fluency of speech.

Source. National Reporting System: Implementation Guidelines. Retrieved April 4, 2008

Appendix J

Analysis of Data on ESE Students in Greater Boston, FY10

Country of Origin	# ESE Students	% ESE Students
Brazil	983	16.8%
Haiti	824	14.1%
El Salvador	608	10.4%
China	554	9.5%
Dominican Republic	530	9.1%
Guatemala	341	5.8%
Colombia	194	3.3%
Vietnam	166	2.8%
Honduras	142	2.4%
Morocco	115	2.0%
Ethiopia	115	2.0%
Puerto Rico	102	1.7%
Mexico	100	1.7%
Cape Verde	98	1.7%
Albania	98	1.7%
Peru	82	1.4%
Russia	69	1.2%
Somalia	58	1.0%
Nepal	34	0.6%
Iraq	33	0.6%
Korea	32	0.5%
India	29	0.5%
Cambodia	27	0.5%
Ukraine	20	0.3%
Portugal	7	0.1%
Italy	2	0.0%
Unknown	476	8.2%
Total ESE Students	5839	100.0%

Native Language	# ESE Students	% ESE Students
Spanish	2221	38.0%
Portuguese	1008	17.3%
Haitian Creole	684	11.7%
Cantonese	280	4.8%
Arabic	198	3.4%
Vietnamese	193	3.3%
Chinese	152	2.6%
Mandarin	133	2.3%
Russian	111	1.9%
Albanian	99	1.7%
French	38	0.7%
Korean	33	0.6%
Polish	19	0.3%
Khmer	15	0.3%
Hindi	12	0.2%
Japanese	9	0.2%
English	8	0.1%
Greek	3	0.1%
Italian	2	0.0%
Gujarati	0	0.0%
Bengali	0	0.0%
Other	596	10.2%
Unknown	25	0.4%
Total ESE Students	5839	100.0%

Endnotes

Chapter 1

[1] Andrew Sum, Johan Uvin, Ishwar Khatiwada, and Dana Ansel, *The Changing Face of Massachusetts*, (Boston, M.A.: MassInc, 2005).

[2] *From 200 Million to 300 Million: The Numbers behind Population Growth, Population Fact Sheet* (Pew Hispanic Center, 2006), http://pewhispanic.org/factsheets/factsheet.php?FactsheetID=25 (December 15, 2010).

[3] Migration Policy Institute (MPI) Data Hub: *Number of Foreign Born by State (1990, 2000, and 2009) and Percent Foreign Born by State* (1990, 2000, and 2009), http://www.migrationinformation.org/datahub/acscensus.cfm (January 5, 2011).

Chapter 2

[1] Andrew Sum, Johan Uvin, Ishwar Khatiwada, and Dana Ansel, *The Changing Face of Massachusetts* (Boston, M.A.: MassInc, 2005).

[2] John Comings, Andrew Sum, and Johan Uvin, *New Skills for a New Economy: Adult Education's Key Role in Sustaining Economic Growth and Expanding Opportunity* (Boston, MA: MassInc., 2000).

Chapter 3

[1] Robin Spence, S*ound Investments: Building Immigrants' Skills to Fuel Economic Growth* (New York, NY: Economic Mobility Corporation, December 2010).

[2] Heide Spruck Wrigley, Elise Richer, Karin Martinson, Hitomi Kubo, and Julie Strawn, *The Language of Opportunity: Expanding Employment Prospects for Adults with Limited English Skills.* (Washington, DC: Center for Law and Social Policy Brief, August 2003).

[3] *From 200 Million to 300 Million: The Numbers behind Population Growth, Population Fact Sheet*, (Pew Hispanic Center, 2006), http://pewhispanic.org/factsheets/factsheet.php?FactsheetID=25 (December 15, 2010).

[4] Spruck Wrigley, Richer, Kubo, and Strawn.

[5] Jeffrey Passel and D'Vera Cohn, *Immigration to Play Lead Role in Future U.S. Growth: U.S. Population Projections – 2005-2050* (Pew Research Center, February 2008), http://www.pewresearch.org/pubs/729/unitesd-states-populationprojections (January 14, 2011).

[6] Andrew Sum, Johan Uvin, Ishwar Khatiwada, and Dana Ansel, *The Changing Face of Massachusetts* (Boston, M.A.: MassInc, 2005) 27-29.

[7] Alicia Sasser Modestino, *Mismatch in the Labor Market: Measuring the Supply of and Demand for Skilled Labor in New England* (Boston, MA: New England Public Policy Center, The Federal Reserve of Boston, November 2010).

[8] Migration Policy Institute (MPI) Data Hub: *Number of Foreign Born by State (1990, 2000, and 2009) and Percent Foreign Born by State* (1990, 2000, and 2009), http://www.migrationinformation.org/datahub/acscensus.cfm (January 5, 2011).

[9] *Boston Opportunity Agenda*, http://www.bostonopportunityagenda.org/, (January 17, 2011).

[10] Sum, Uvin, Khatiwada, and Ansel, 11.

[11] Barry R. Chiswick and Paul W. Miller, "Immigrant Earnings: Language Skills, Linguistic Concentrations and the Business Cycle" *Journal of Population Economics*, 15: 1 (2002): 31-57.

[12] Sum, Uvin, Khatiwada, and Ansel, 11.

[13] Andrew Sum, Irwin Kirsch, and Kentaro Yamamoto, *A Human Capital Concern: The Literacy Proficiency of U.S. Immigrants* (Princeton, NJ: Educational Testing Service, 2004).

[14] Sum, Uvin, Khatiwada, and Ansel, 11.

[15] Andrew Sum, Nita Fogg, Garth Mangum, "Confronting the Youth Population Boom: Labor Market Prospects of Out-of-school Young Adults, *Challenge*, 44:5, (2001); 30-66.

[16] Ishwar Khatiwada, Joseph McLaughlin, and Andrew Sum, *The Fiscal Economic Consequences of Dropping Out of High School: Estimates of the Tax Payments and Transfers Received by Massachusetts Adults in Selected Educational Subgroups* Paper 12 (Boston, MA: Center for Labor Market Studies Publications, 2007), http://hdl.handle.net/2047/d10015401 (December 1, 2010).

[17] Khatiwada, McLaughlin, and Sum.

[18] "Project FLAME" http://www.uic.edu/educ/flame/flameobjectives.html, January 11, 2011.

[19] Ran Fen Li, *Ten Years' Evaluation Report of Project FLAME 1999-2009* (unpublished) December 2009.

[20] Gail Weinstein Shr, *Family and Intergeneration Literacy in Multilingual Families* (Washington, DC: Office of Educational Research and Improvement, 1990).

[21] Rima E. Rudd, "Health and literacy: A review of medical and public health literature," in John Comings, Barbara Garner, and Cristine Smith, (eds.) *Review of Adult Learning and Literacy*, *Vol 1* (San Francisco: Jossey-Bass), 158-199.

[22] Andrew Sum, Irwin Kirsch, and Kentaro Yamamoto, *A Human Capital Concern: The Literacy Proficiency of U.S. Immigrants* (Princeton, NJ: Educational Testing Service, 2004).

[23] JoAnn Crandall and Ken Sheppard, *Adult ESL and the Community College, Working Paper 7* (New York: Council for Advancement of Adult Literacy, 2004).

Chapter 4

[1] See Appendix C detailing the methodology used for this report for more details.

[2] Immigrants here include those born in Puerto Rico, US Virgin Islands and other US territories. See Appendix C for discussion.

[3] John Kruidenier, *Research-based Principles for Adult Reading Instruction* (Washington, D.C.: National Institute for Literacy, 2002), http://www.literacynet.org/lincs/resources/adult_ed_02.pdf (December 15, 2010).

[4] John Strucker and Rosalind Davidson, *Adult Reading Components Study: A NCSALL Research Brief* (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2003), http://www.ncsall.net/fileadmin/resources/research/brief_strucker2.pdf (December 15, 2010).

[5] Larry Condelli, Heide Spruck-Wrigley, and Kwang Yoon, "What Works" for Adult Literacy Students of English as a Second Language" in Stephen Reder and John Bynner (eds.) *Tracking Adult Literacy and Numeracy Skills: Findings from Longitudinal Research* (New York: Routledge, 2009), 155.

[6] S.J. Rose and M.M. Wright, *Using State Administrative Records for Analyses of Student Attendance, Student Achievement, and Economic Outcomes: A Three-State Pilot Study*. Unpublished draft report, (Washington, D.C.: U.S. Department of Education, Office of the Deputy Secretary, Policy and Program Studies Service, 2005).

[7] Strucker and Davidson.

Chapter 5

[1] John Comings and Lisa Soricone, "Massachusetts: A Case Study of Improvement and Growth of Adult Education Services" in John Comings, Barbara Garner and Cristine Smith (eds.) *Review of Adult Learning and Literacy, Vol. 5* (Mahwah, NJ: Lawrence Erlbaum Associates, Inc. 2005), 85-123.

[2] It is difficult to estimate the dollar amount invested in ESOL within the workforce development system. For example, within the Workforce Competitiveness Trust Fund (WCTF) and Extended Care Career Ladder Initiative (ECCLI) four programs offered ESOL services in which less than 75 individuals participated. Participants often took part in other training beyond ESOL classes through these programs.

[3] *Skillworks: Partners for a Productive Workforce*, http://www.skill-works.org/about.php (December 9, 2010).

[4] For more information, see *Workforce Competitiveness Trust Fund*, http://www.commcorp.org/areas/program.cfm?ID=114&p=38 (January 17, 2010).

[5] Comings, Sum and Uvin.

[6] Massachusetts Department of Elementary and Secondary Education, *Adult and Community Learning Services* (ACLS), http://www.doe.mass.edu/acls/ (December 8, 2010).

[7] For more information on SPLs see S*tudent Performance Level (SPL) Descriptors for Listening Comprehension and Oral Communication*, http://www.cal.org/caela/esl_resources/slspls.html (December 10, 2010).

[8] *Guidelines for Effective Adult Basic Education for Community Adult Learning Centers*, (Malden, MA: Massachusetts Department of Elementary and Secondary Education, FY2010), http:// www.doe.mass.edu/acls/abeguide.pdf (December 15, 2010).

[9] We were unable to obtain data on services at these schools.

[10] *English for New Bostonians*, http://englishfornewbostonians.org/aboutus (December 10, 2010).

[11] *Boston Adult Literacy Initiative*, http://bostonadultliteracy.org/ (December 10, 2010).

[12] Quigley, 1998 and Darling and Paull, 1985 as cited in John Comings, Lisa Soricone and Maricel Santos, *An Evidence-based Adult Education Program Model Appropriate for Research* (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2006).

[13] John P. Comings, Andrea Parrella, and Lisa Soricone, *Persistence Among Adult Basic Education Students in Pre-GED Classes*. NCSALL Reports #12. (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 1999).

[14] John Comings, Lisa Soricone and Maricel Santos, *An Evidence-based Adult Education Program Model Appropriate for Research* (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2006).

[15] William Sanders and June Rivers, *Cumulative and Residual Effects of Teachers on Future Student Academic Achievement*. (Knoxville: University of Tennessee, 1996); Steven Rivkin, Eric Hanushek, and John Kain, "Teachers, Schools, and Academic Achievement," *Econometrica*, 73:2, 417-458.

[16] Cristine Smith and Judy Hofer, *Characteristics and Concerns of Adult Basic Education Teachers*. (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2003).

[17] Cristine Smith, "The Great Dilemma of Improving Teacher Quality in Adult Learning and Literacy" *Adult Basic Education and Literacy*, 4:2 (Summer 2010): 67-74; Cristine Smith and Marilyn Gillespie, "Research on Professional Development and Teacher Change: Implications for Adult Basic Education" in John Comings, Barbara Garner and Cristine Smith (eds.) *Review of Adult Learning and Literacy, Vol. 7* (New York, NY: Routledge, 2007), 205-244; Center for Applied Linguistics, *Education for Adult English Language Learners in the United States: Trends, Research and Promising Practices* (Washington, D.C.: Author, 2010).

[18] Cristine Smith, Judy Hofer, Marilyn Gillespie, Marla Solomon, and Karen Rowe, *How Teachers Change: A Study of Professional Development in Adult Education*. NCSALL Reports #25. (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2003); Cristine Smith and Judy Hofer, *The Characteristics and Concerns of Adult Basic Education Teachers*. NCSALL Reports #26. (Cambridge, MA: National Center for the Study of Adult Learning and Literacy, 2003); M. Cecil Smith, "The Preparation and Stability of the ABE Teaching Workforce: Current Conditions and Future Prospects" in John Comings, Barbara Garner and Cristine Smith (eds.) *Review of Adult Learning and Literacy, Vol. 6*, (Mahwah, NJ: Lawrence Erlbaum Associates, Inc. 2006), 165-195.

[19] Kirsten Schaetzel, Joy Kreeft Peyton, and Miriam Burt, *Professional Development for Adult ESL Practitioners: Building Capacity* (Washington, DC: Center for Applied Linguistics, 2007), http://www.cal.org/caela/esl_resources/briefs/profdev.html (December 15, 2010).

[20] Smith and Hofer.

[21] Ibid.

[22] Survey data may be skewed toward programs with more experienced teaching staff; according to ESE institutional data available for the statewide teaching force, 21% of instructors in FY10 for ABE and ESOL programs across the state had one year or less experience in the adult education field.

[23] The ABE Rates System supports a mandated minimum hourly rate for professional services staff of $18.54 plus fringe benefits at 25%, and $23.17 for staff not receiving benefits. These hourly rates support paid preparation time at a ratio of 1 hour of "prep" to 2 hours of teaching/student contact. As the ratio of prep/teaching decreases, the hourly rate should increase. The result is a "contact hour rate" of $34.77.

[24] Comings and Soricone.

[25] *Guidelines for Effective Adult Basic Education for Community Adult Learning Centers* (Malden, MA: Massachusetts Department of Elementary and Secondary Education, FY2010), http:// www.doe.mass.edu/acls/abeguide.pdf (December 15, 2010).

[26] Massachusetts Department of Elementary and Secondary Education, *Adult and Community Learning Services, Performance Standards for Community Adult Learning Centers*, http://www.doe.mass.edu/acls/pawg/ (December 14, 2010).

[27] National Reporting System (NRS) *Test Benchmarks for Educational Functioning Levels*, http://www.nrsweb.org/docs/pubs/NRSTestBenchmarks.doc (December 14, 2010).

[28] *SABES Professional Development Catalog*, 2010, http://sabes.org/administration/sabes-pd-catalog.pdf (December 14, 2010).

[29] Massachusetts Department of Elementary and Secondary Education, *Adult and Community Learning Services, Curriculum Frameworks*, http://www.doe.mass.edu/acls/frameworks/ (December 15, 2010).

[30] Ibid.

[31] *SABES ABE License Support*, http://www.sabes.org/license/standards/index.htm (December 16, 2010).

Chapter 6

[1] Latin America here includes Mexico, Puerto Rico, and the Carribean. Russia and the countries of the Middle East are counted in Europe.

[2] Massachusetts Department of Elementary and Secondary Education, *Facing the Future: Massachusetts Strategic Framework for Adult Basic Education 2010-2015*. (Malden, MA: Author, 2010.)

[3] US Department of Health and Human Services, 1985 in Jodi Crandall, & Ken Sheppard, *Adult ESL and the Community College*. Working Paper 7. (New York: Council for Advancement of Adult Literacy, 2004), 15.

[4] Comings, Sum, and Uvin.

[5] Margie McHugh, Julia Gelatt and Michael Fix, *Adult English Language Instruction in the United States: Determining Need and Investing Wisely*. Washington, DC: Migration Policy Institute, July 2007).

[6] S.J. Rose and M.M. Wright, *Using State Administrative Records for Analyses of Student Attendance, Student Achievement, and Economic Outomes: A Three-State Pilot Study*. Unpublished draft report (Washington, D.C.: U.S. Department of Education, Office of the Deputy Secretary, Policy and Program Studies Service, 2005).

[7] Larry Condelli, Heide Spruck Wrigley, and Kwang Yoon, "What Works for Adult Literacy Students of English as a Second Language," in Stephen Reder and John Bynner (eds.) *Tracking Adult Literacy and Numeracy Skills: Findings from Longitudinal Research* (New York: Routledge Press, 2009).

[8] McHugh, Gelatt and Fix, 7.

[9] Thomas and Collier, 1997 in Jodi Crandall and Ken Sheppard, *Adult ESL and the Community College*. Working Paper 7. (New York: Council for Advancement of Adult Literacy, 2004).

[10] Center for Applied Linguistics, *Education for Adult Learners in the United States: Trends, Research, and Promising Practices*, (Washington, DC: Author, 2010), xi.

[11] William Campbell, Marian Milbauer, P. Christopher Navin. *Boston Mapping of Services: ABE/ESOL Classes/Slots*. (Boston, MA: Navin Associates, August 1, 2010).

[12] Ibid.

Chapter 7

[1] CAELA *ESOL Resources Student Performance Level (SPL) Descriptors for Listening Comprehension and Oral Communication*, http://www.cal.org/caela/esl_resources/slspls.html (December 7, 2010).

[2] A "significant learning gain" defined for the most commonly used ESOL assessment, the BEST Plus is an increase of 33 scale score points. 2006-2010 *Performance Standards for Community Adult Learning Centers*, http://www.doe.mass.edu/acls/pawg/fc340_345_359.html (December 10, 2010).

[3] Cross-tabular data comparing student learning gains based on different characteristics (such as attendance and age) was available at the ESE project level and differs slightly from the ESE site-level data used elsewhere in this report.

[4] Jodi Crandall and Ken Sheppard, *Adult ESL and the Community College*. Working Paper 7. (New York: Council for Advancement of Adult Literacy, 2004), p. 14.

[5] Alisa Belzer, Cassandra Drennon, and Cristine Smith, "Building Professional Development Systems in Adult Basic Education: Lessons from the Field," in John Comings, Barbara Garner and Cristine Smith (eds.) *Annual Review of Adult Learning and Literacy, Vol. 2* (San Francisco: Jossey-Bass, Inc., 2001), 151-188; Comings and Soricone, 2005.

[6] See the National College Transitions Network (NCTN) website for descriptions, http://www.collegetransitions.org (December 18, 2010).

[7] Cristine Smith. *Certifying Adult Education Staff and Faculty* (New York: Council for the Advancement of Adult Literacy, 2011), http://www.caalusa.org/certteach.pdf (December 7, 2010).

[8] Cristine Smith and Marilyn Gillespie, "Research on Professional Development and Teacher Change: Implications for Adult Basic Education," in John Comings, Barbara Garner and Cristine Smith (eds.) *Review of Adult Learning and Literacy*, Vol. 7, (New York, NY: Routledge, 2007), 205-244.

[9] Tia Elena Martinez, and Ted Wang, *Supporting English Language Acquisition: Opportunities for Foundations to Strengthen the Social and Economic Well-Being of Immigrant Families*. (Baltimore, MD: The Annie E. Casey Foundation, 2005), http://www.aecf.org/upload/PublicationFiles/l.pdf (December 7, 2010).

[10] Andy Nash and Silja Kallenbach, *Making it Worth the Stay: Findings from the New England Adult Learner Persistence Project*. (New England Literacy Resource Center. World Education, Boston. 2009).

[11] See *Massachusetts Adult Literacy Hotline*, http://sabes.org/hotline/ (December 17, 2010).

[12] See *Welcoming Center for New Pennsylvanians*, http://www.welcomingcenter.org/ (December 17, 2010).

[13] Surabhi Jain, Patricia Bolivar, and Ricardo Latino Estrada, *Health Care Sector Success Story: Carreras en Salud*, (presentation at the National Council for La Raza Conference, no date), www.insightcced.org/uploads/nnsp/presentations/Carreras-en-Salud.pdf (December 6, 2010).

[14] Martinez and Wang.

[15] Heide Spruck Wrigley, Elise Richer, Karin Martinson, Hitomi Kubo, and Julie Strawn, *The Language of Opportunity: Expanding Employment Prospects for Adults with Limited English Skills* (Washington, DC: Center for Law and Social Policy Brief, August 2003); Martinez and Wang.

Appendices

[1] Migration Policy Institute, *Massachusetts Language and Education. MPI Data Hub: Migration* http://www.migrationinformation.org/datahub/state2.cfm!ID=MA (December 14, 2010).

[2] *American Community Survey Subject Definitions*, http://www.census.gov/acs/www/Downloads/data_documentation/SubjectDefinitions/2008_ACSSubjectDefinitions.pdf (December 14, 2010).

[3] Migration Policy Institute, "Massachusetts Language and Education," part of the *Massachusetts Fact Sheet, MPI Data Hub: Migration Facts, Stats, and Maps*. http://www.migrationinformation.org/datahub/state2.cfm!ID=MA (November 16, 2010).

[4] Andrew Sum, Johan Uvin, Ishwar Khatiwada, and Dana Ansel, *The Changing Face of Massachusetts* (Boston, M.A.: MassInc, 2005).

[5] *Workforce Investment Act of 1998*, http://www.doleta.gov/usworkforce/wia/wialaw.txt (December 7, 2010).

[6] *American Community Survey Subject Definitions*, http://www.census.gov/acs/www/Downloads/data_documentation/SubjectDefinitions/2008_ACSSubjectDefinitions.pdf , 77-78 (November 10, 2010).

[7] U.S. Social Security Administration Office of Retirement and Disability Policy, Annual Statistical Supplement, 2009, Social Welfare and the Economy, http://www.ssa.gov/policy/docs/statcomps/supplement/2009/3e.html#table3.e1 (December 15, 2010).

[8] John Comings, Lisa Soricone, and Maricel Santos, *An Evidence-based Adult Education Program Model Appropriate for Research* (Boston, MA: National Center for the Study of Adult Learning and Literacy, 2006).

[9] For sites that cannot provide this sequence, in limited cases, with ESE approval, the sequence may be completed through a collaboration of ESE-funded ESOL providers.