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ABSTRACT

Federal programs, designed to improve the living conditions of migrant and other seasonal farmworkers in 6 agricultural areas in California, Florida, Michigan, New York, Texas, and Washington, were assessed by the General Accounting Office. In fiscal years 1966-70, the government provided about \$400 million in grants and loans to assist these people. In fiscal year 1971, \$123.3 million was provided, primarily for manpower service, elementary and secondary education, housing assistance, health services, and child day care. In 1971, fieldwork was conducted in the Washington, D. C. headquarters of the Federal agencies responsible for aiding migrant and other seasonal farmworkers and in the 6 agricultural areas, which included the migrants' home-base areas and segments of the interstate and intrastate migrant streams. It was concluded that (1) administrators need to improve the operations of the programs to effectively aid migrant and seasonal farmworkers, (2) much more needs to be accomplished if this occupational group is to become socially and economically self-sufficient, and (3) directed goals are needed to guide these programs. Recommendations included that long term plans to counteract the effects of technological advances in agriculture that displace this occupational group should be developed and that training for nonagricultural employment through manpower programs should be provided. (FF)

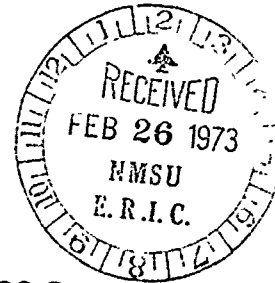


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# REPORT TO THE CONGRESS

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## Impact Of Federal Programs To Improve The Living Conditions Of Migrant And Other Seasonal Farmworkers

B-77486

Department of Agriculture  
Department of Health, Education,  
and Welfare  
Department of Labor  
Office of Economic Opportunity

*BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES*

RC 006715

FEB. -6. 1973



COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

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B-177486

To the President of the Senate and the  
Speaker of the House of Representatives

This is our report on the impact of Federal programs to improve the living conditions of migrant and other seasonal farmworkers. Federal participation in these programs is administered by the Department of Agriculture; the Department of Health, Education, and Welfare; the Department of Labor; and the Office of Economic Opportunity.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

We are sending copies of this report to the Director, Office of Management and Budget; the Secretary of Agriculture; the Secretary of Health, Education, and Welfare; the Secretary of Labor; and the Director, Office of Economic Opportunity.

Comptroller General  
of the United States

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ABBREVIATIONS

FHA	Farmers Home Administration
GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
OEO	Office of Economic Opportunity
OMB	Office of Management and Budget

*COMPTROLLER GENERAL'S  
REPORT TO THE CONGRESS*

IMPACT OF FEDERAL PROGRAMS  
TO IMPROVE LIVING CONDITIONS  
OF MIGRANT AND OTHER  
SEASONAL FARMWORKERS  
Department of Agriculture  
Department of Health, Education,  
and Welfare  
Department of Labor  
Office of Economic Opportunity  
B-177486

D I G E S T

WHY THE REVIEW WAS MADE

Because of increasing public and congressional concern with problems confronting migrant and other seasonal farmworkers, the General Accounting Office (GAO) reviewed major Federal programs affecting them. GAO assessed the impact of these programs on improving the living conditions of migrant and other seasonal farmworkers in six agricultural areas in California, Florida, Michigan, New York, Texas, and Washington. (See p. 12.)

Background

Problems of the estimated more than 1 million migrant and other seasonal farmworkers include low wages and seasonal work, unemployment, limited coverage under labor legislation, job displacement caused by mechanization in harvesting crops, lack of job opportunities, low skill levels, undereducation, and critical health and housing needs. (See p. 15.)

In fiscal years 1966 through 1970, the Federal Government provided about \$400 million in grants and loans to organizations and individuals to assist migrant and other seasonal farmworkers in improving their living conditions.

In fiscal year 1971 about \$123.3 million was provided. Funds were spent primarily for manpower services, elementary and secondary education, housing assistance, health services, and child day care. (See pp. 7 to 11.)

In addition, the Federal Government funded other programs directed to all persons living in poverty. Because of their location in areas having large numbers of migrants and other seasonal farmworkers, some of the projects carried out under these programs served many of these workers. (See p. 12.)

FINDINGS AND CONCLUSIONS

Although the Federal Government's programs provided needed services, for many of the estimated 199,000 migrant and other seasonal farmworkers and their dependents in the six areas, the amount of funds made available in relation to the total target population--estimated by the Office of Economic Opportunity (OEO) at 5 million--and the magnitude of their problems have limited the programs' effectiveness. Budgetary constraints will almost certainly continue to limit progress in meeting these farmworkers' needs. (See p. 24.)

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Administrators, however, need to improve the operations of their programs to more effectively aid participating migrant and other seasonal farmworkers and their families. (See p. 24.)

There is also a need to develop an overall plan and a common direction of effort among Federal agencies operating these programs to strengthen their impact on improving the living conditions of migrant and other seasonal farmworkers. (See p. 24.)

#### Manpower

Public and private agencies have studied in depth the need for manpower services. Systematic and coordinated plans had not been established, however, at the Federal, State, or local levels for retraining farmworkers and providing jobs through economic development efforts. (See p. 25.)

Federal efforts to meet the manpower training needs of these farmworkers were limited in the six areas. In Hidalgo County, Texas, both the Department of Labor and OEO funded adult basic education and vocational training courses, but they were only moderately successful. (See p. 25.)

#### Education

The Office of Education, Department of Health, Education, and Welfare (HEW), sponsored special educational programs for migrant children in all six areas. In addition to special education

services, most children received supportive services, such as free lunches, health examinations, clothing, and transportation. (See p. 28.)

Educational skills of the migrant children in the six areas generally were below grade level and below that of other students. Educational deficiencies of migrant children usually became greater as they moved into higher grades. (See p. 28.)

Some school districts with many migrant children were not participating in the HEW-funded migrant education program because they were unaware of the program, were unaware migrant children were enrolled in their schools, or were unwilling to participate because of the additional paperwork. (See p. 28.)

HEW requires State education agencies to annually evaluate their migrant education programs, but it does not require that objective measurement data be used in such evaluations. Objective measurement data was generally not available or not used in evaluating migrant programs. (See p. 28.)

Educators in the six areas informed GAO that viewpoints varied on the best approach and method to educate migrant children and that the migrant education programs were still in the experimental stage. Because of the experimental nature of the programs, GAO believes that Federal program managers should closely monitor and evaluate the program results, so that the best approach for increasing the academic skills of migrant children can be determined and utilized. (See p. 29.)



### Housing

In each of the six areas, there was a shortage of low cost, safe, decent, and sanitary housing for migrant and other seasonal farmworkers and few houses were being constructed for them. (See p. 32.)

County supervisors of the Farmers Home Administration (FHA)--which had made limited use of its authority for a farm labor housing loan program--did not have adequate information on the condition of farm labor housing in counties where GAO made its review. After GAO completed its fieldwork, FHA reported that requests for funds from sponsors of new housing had increased significantly. (See pp. 33 and 34.)

The most successful project GAO saw was OEO's 100-unit temporary housing project in Kern County, California. GAO believes the project provided migrant families with adequate housing at prices they could afford--\$1 a day per family. Units appeared to be clean and well maintained and provided adequate eating, sleeping, and bathing facilities far superior to other available temporary housing in the county. (See p. 33.)

OEO, through its self-help housing program, granted funds to sponsoring housing organizations in three of the six areas. These organizations assisted families in obtaining FHA loans and provided technical assistance to help them construct their homes. Many families for whom housing was constructed, however, did not meet OEO eligibility requirements in effect at the time of GAO's fieldwork, mainly because they were not migrants or other seasonal farmworkers. OEO subsequently revised its definition

of seasonal farmworkers and believed many of these farmworker families would now be eligible for its programs. (See p. 33.)

### Health

In mid-1970, HEW placed increased emphasis on having its health projects for migrant and other seasonal farmworkers provide comprehensive health care. (See p. 35.)

These health projects provided many needed services to farmworkers that they would not otherwise receive, but greater efforts were needed to meet HEW's goal of providing comprehensive family health care. (See p. 35.)

HEW recognized the need to provide continuity of services as families migrate; however, it had not established policies as to how this was to be accomplished and those projects attempting to do so were not very successful. (See p. 36.)

### Day care

Day-care centers funded by HEW and OEO for children of migrant and other seasonal farmworkers were operating in all areas visited by GAO except Hidalgo County. Centers generally were providing good care to the children. (See p. 38.)

The number of migrant and other seasonal farmworker children needing day-care services generally exceeded the capacity of centers in operation. Some centers, however, were not operating at capacity because their locations and hours of operation did not meet the migrants' needs. As a result, small children either spent long days in the field with their parents or were left behind in labor camps. In addition, some centers

were serving children of families who were not eligible. (See p. 38.)

Coordination by executive agencies

Federal assistance directed to problems of migrant and other seasonal farmworkers is administered by four executive agencies on a splintered basis through numerous programs, each having separate legislative authority and intent. Improved coordination was needed among the various Federal, State, and local agencies operating programs for migrant and other seasonal farmworkers. (See p. 40.)

RECOMMENDATIONS OR SUGGESTIONS

The Office of Management and Budget (OMB) should create a migrant and other seasonal farmworker council to coordinate and establish overall policies and priorities designed to accelerate benefits of migrant and other seasonal farmworker programs or OMB should attempt to involve the Domestic Council in this effort. OMB should also assign responsibility to the Federal regional councils, including nonmember agencies, to assist in coordinating programs in the field. (See p. 41.)

Manpower

The Department of Labor, in cooperation with OEO, should

--develop long-term plans to counteract effects of technological advances in agriculture that displace migrant and other seasonal farmworkers and

--increase efforts to train such farmworkers for nonagricultural employment through existing manpower programs.

Further, the Secretary of Labor should work closely with the Secretary of Commerce to develop a comprehensive and coordinated plan to actively seek participation of all levels of Government and private industry to provide expanded non-agricultural employment opportunities in rural areas. (See p. 26.)

Education

HEW, through the Office of Education, should

--implement requirements of the Elementary and Secondary Education Act by developing an effective monitoring and evaluation system that will provide information on (1) progress of migrant education programs in improving achievement of migrant children and (2) the best teaching methods, curricula, and educational materials to meet their special educational needs,

--disseminate this information to States and school districts participating in migrant education programs, and

--inform all school districts of the Federal-assistance-for-migrants programs and encourage schools with many migrant children to participate. (See p. 29.)

Housing

FHA should assume a leadership role in providing decent, safe, and sanitary housing to migrant and other seasonal farmworkers under programs authorized by the Housing Act of 1949, as amended. (See p. 34.)

### Health

HEW, through its Health Services and Mental Health Administration, should assist health projects in developing or increasing their capabilities to provide comprehensive family health care. It also should develop and implement plans and methods to provide continuity of health care to migrants and their families when they migrate between communities. (See p. 36.)

### Day care

HEW, through the Office of Child Development, and OEO should insure that day-care programs (1) effectively serve the needs of the many migrant and other seasonal farmworker families, (2) are fully utilized by these families, and (3) serve only eligible participants. (See p. 38.)

### AGENCY COMMENTS AND UNRESOLVED ISSUES

Federal agencies operating migrant and other seasonal farmworker

programs included in GAO's review generally agreed with GAO's recommendations and said action had been or would be taken accordingly.

OMB said a number of Federal regional councils and agency representatives in Washington have been active over the past few years on migrant problems under auspices of the Under Secretaries Group for Regional Operations. OMB also said that it was working with the agencies involved to consider the adequacy of the present arrangement and what sort of interagency coordination may be necessary. (See apps. I, II, III, IV, and V.)

### MATTERS FOR CONSIDERATION BY THE CONGRESS

The Congress has had under consideration several legislative proposals which would provide added benefits to migrant and other seasonal farmworkers by revising social and labor legislation. This report should be useful to the Congress in its future deliberations on such proposals.

CHAPTER 1

INTRODUCTION

FEDERAL PROGRAMS FOR  
MIGRANT AND OTHER SEASONAL FARMWORKERS

In fiscal years 1966 through 1970, the Federal Government provided about \$400 million for programs to help alleviate the hardships confronting the estimated more than 1 million migrant and other seasonal farmworkers. The legislative authority, objectives, estimated fiscal year 1971 obligations, and the Federal agency responsible for each program are shown below.

Estimated  
obligations  
(millions)

Office of Education, Department of Health,  
Education, and Welfare (HEW)

Legislative authority:

Elementary and Secondary Education  
Act of 1965, as amended; title I  
(20 U.S.C. 241b)

Objective:

To provide grants to States for  
programs and projects to meet the  
special educational needs of children  
of migratory agricultural workers and  
to coordinate these programs and  
projects with similar ones in other  
States

Programs:

Grants to States

\$ 57.6

Estimated  
obligations  
(millions)

Health Services and Mental Health  
Administration, HEW

Legislative authority:

Public Health Service Act, as amended  
on September 25, 1962 (42 U.S.C. 242h),  
commonly referred to as the Migrant  
Health Act of 1962

Objective:

To provide grants to public and non-  
profit institutions and organizations  
to finance part of the cost of (1)  
establishing and operating family  
service clinics and (2) special proj-  
ects to improve health services and  
health conditions for domestic agri-  
cultural migratory and seasonal  
workers

Programs:

Full-time comprehensive health serv- ice projects	\$ 2.9
Part-time comprehensive health serv- ice projects	4.3
Part-time medical service projects	.8
State-coordinated projects offering direct health services in several counties	1.7
Other health service projects	<u>4.1</u>
	\$ <u>13.8</u>

Estimated  
obligations  
(millions)

Office of Child Development, HEW

Legislative authority:

Economic Opportunity Act of 1964,  
as amended; section 222 (42 U.S.C.  
2809)

Objective:

To expand child-care facilities  
available to children of migrant  
families and to develop a network of  
cooperating grantees to serve these  
children both while migrating and  
while they are in their home areas

Programs:

Child-care and Head Start programs  
in 17 States

\$ 2.1

Migrant and Seasonal Farmworkers Branch,  
Office of Economic Opportunity (OEO)

Legislative authority:

Economic Opportunity Act of 1964, as  
amended; title III-B (42 U.S.C. 2861)

Objective:

To assist migrant and other seasonal  
farmworkers and their families to im-  
prove their living conditions and to  
develop skills necessary for a produc-  
tive and self-sufficient life in an  
increasingly complex and technologi-  
cal society

	Estimated obligations ( <u>millions</u> )
Programs:	
Vocational and prevocational training, adult basic education, and job placement activities	\$ 21.5
Temporary housing, self-help housing, and other housing assistance ac- tivities	5.3
High school equivalency programs	4.2
Day care	1.5
Other migrant programs	2.3
Program administration	<u>1.0</u>
	<u>\$ 35.8</u>

Rural Manpower Service, Department of Labor

Legislative authority:

Wagner Peyser Act of 1933, as amended  
(29 U.S.C. 49)  
Farm Labor Contractor Registration  
Act of 1963 (7 U.S.C. 2041)  
Manpower Development and Training Act  
of 1962, as amended; title I  
(42 U.S.C. 2571)

Objective:

Develop and plan (1) national poli-  
cies concerned with improving the  
employability and job opportunities  
of rural residents, (2) recruitment  
and placement programs for domestic  
agricultural workers, and (3) programs  
designed to meet the manpower needs of  
rural residents



Estimated  
obligations  
(millions)

Programs:

Grants to States to operate farm labor placement offices	\$ 12.0
Farm labor contractor registration activities	.2
Migrant experimental and demonstra- tion projects (includes Manpower Development and Training Act funds)	<u>.6</u>
	\$ <u>12.8</u>

Farmers Home Administration (FHA),  
Department of Agriculture

Legislative authority:

Housing Act of 1949, as amended;  
sections 514 and 516 (42 U.S.C. 1484  
and 1486)

Objective:

To provide safe, decent, and sanitary  
housing facilities for domestic farm  
laborers through insured loan programs  
and low-rent housing grant programs

Programs:

Farm labor housing loans	\$ .5
Farm labor housing grants	<u>.7</u>
	\$ <u>1.2</u>

Total estimated Federal  
obligations

\$123.3

Also, FHA, through rural housing site loans and rural housing technical assistance grants and loans, assists low- and moderate-income families to buy, build, or improve their homes. Although these programs are not specifically directed at migrant and seasonal farmworkers, those who have participated in these OEO-sponsored self-help housing

programs for migrant and seasonal farmworkers have benefited from them.

In addition, the Federal Government provides funds to operate other programs, such as the OEO legal services program, the OEO and HEW comprehensive health services programs, and Labor manpower development and training programs, which are directed to all persons living in poverty. Because of their location in areas having many migrant and other seasonal farmworkers, some of the programs served many of these workers.

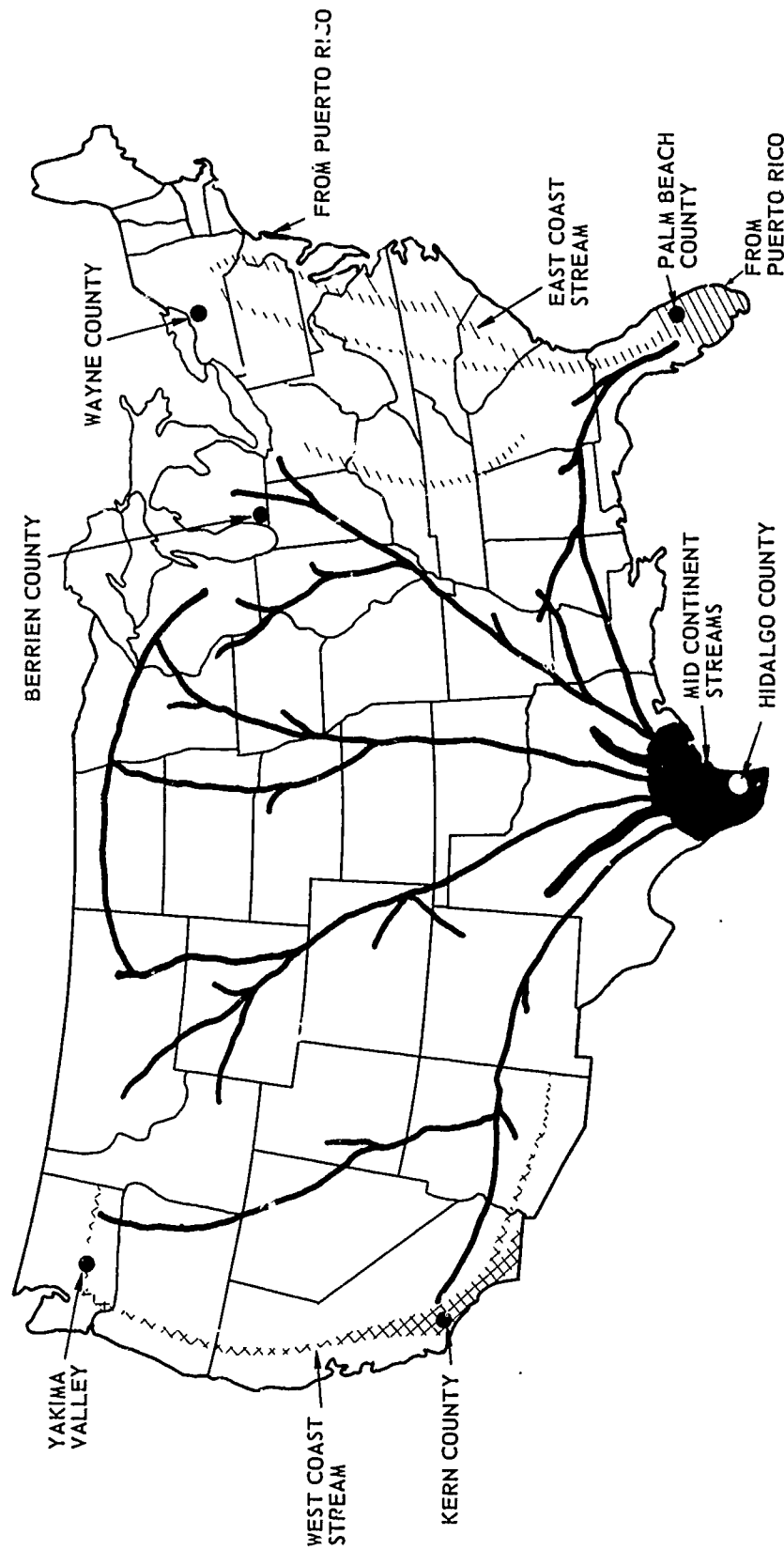
#### SCOPE OF REVIEW

We conducted our fieldwork in 1971 in the Washington, D.C., headquarters of the Federal agencies responsible for aiding migrant and other seasonal farmworkers and in six major agricultural areas of the United States. These areas included Hidalgo County, Texas; Kern County, California; and Benton and Yakima Counties (Yakima Valley), Washington, which include the migrants' home-base areas, as well as segments of the interstate and intrastate migrant streams. We also reviewed, on a test basis, assistance activities in Palm Beach County, Florida; Wayne County, New York; and Berrien County, Michigan, to determine whether the impact of programs was similar to that in the first three major agricultural areas.

The following map shows the three major agricultural migrant streams and the areas where we made our review.

The main migrant stream flows north and west from Texas, beginning in the spring, and covers most of the North Central, Mountain, and Pacific Coast States before the harvesting season ends in the fall. Many of the workers in this migratory stream are Americans of Mexican descent traveling with their families. A smaller stream draws workers from Southeastern States for the Florida citrus and winter vegetable harvest. Together with Florida-based farmworkers, the migrants then work northward during the spring and summer through the Atlantic Coast States, as far north as New England. Blacks constitute a large portion of the east coast stream. Workers following a third major migratory route start in southern California and work northward

# TRAVEL PATTERNS OF SEASONAL MIGRATORY AGRICULTURAL WORKERS



SOURCE: Senate Committee On Labor And Public Welfare, Subcommittee On Migratory Labor, Senate Report 91-83

through the Pacific Coast States. A large number of Mexican-Americans work along this route.

The following chart shows estimated fiscal year 1971 expenditures for the major Federal programs in the areas where we made our review and the estimated number of migrant and other seasonal farmworkers in these areas during calendar year 1971.

Estimated Expenditures

<u>Area</u>	<u>Program or activity</u>					<u>Total</u>	<u>Estimated number of migrant and other seasonal farmworkers and dependents</u>
	<u>Manpower</u>	<u>Education</u>	<u>Housing</u>	<u>Health</u>	<u>Day care</u>		
	(thousands)						
Hidalgo County	\$2,660	\$3,720	\$ -	\$ 170	\$ -	\$ 6,550	75,000
Kern County	480	410	1,780	520	330	3,520	44,000
Yakima Valley	280	540	110	430	200	1,560	25,000
Berrien County	50	310	-	170	30	560	19,000
Wayne County	-	400	50	270	-	720	5,000
Palm Beach County	130	580	50	260	20	1,040	31,000
Total	<u>\$3,600</u>	<u>\$5,960<sup>a</sup></u>	<u>\$1,990<sup>b</sup></u>	<u>\$1,820</u>	<u>\$580</u>	<u>\$13,950</u>	<u>199,000</u>

<sup>a</sup> Program year: September 1970 to August 1971.

<sup>b</sup> In addition, \$1.44 million in loans were insured under the farm labor housing loan program.

Source: Information provided by Federal, State, and local officials and program grantees in the six areas.

## CHAPTER 2

### THE PROBLEMS

#### OF MIGRANT AND OTHER SEASONAL FARMWORKERS

The problems of migrant and other seasonal farmworkers have been brought to the attention of the Congress and the public through congressional hearings, national television documentaries, studies, debates, and other media. The problems include low wages and seasonal work, unemployment, limited coverage under labor legislation, lack of job opportunities, low skill levels, job displacement caused by increased mechanization of harvesting, undereducation, and critical health and housing needs.

The majority of migratory farmworkers come from seriously disadvantaged groups, principally Mexican-Americans and blacks.

Dr. Robert Coles of Harvard University, in testimony in 1969 before the Senate Subcommittee on Migratory Labor, Committee on Labor and Public Welfare, described conditions of migratory farmworkers:

"No group of people I have worked with--in the South, in Appalachia, and in our northern ghettos--tries harder to work, indeed travels all over the country working, working from sunrise to sunset, seven days a week when the crops are there to be harvested.

"There is something ironic and special about that, too: in exchange for the desire to work, for the terribly hard work of bending and stooping to harvest our food, these workers are kept apart like no others, denied rights and privileges no others are denied, denied even halfway decent wages, asked to live homeless and vagabond lives, lives of virtual peonage. \*\*\*"

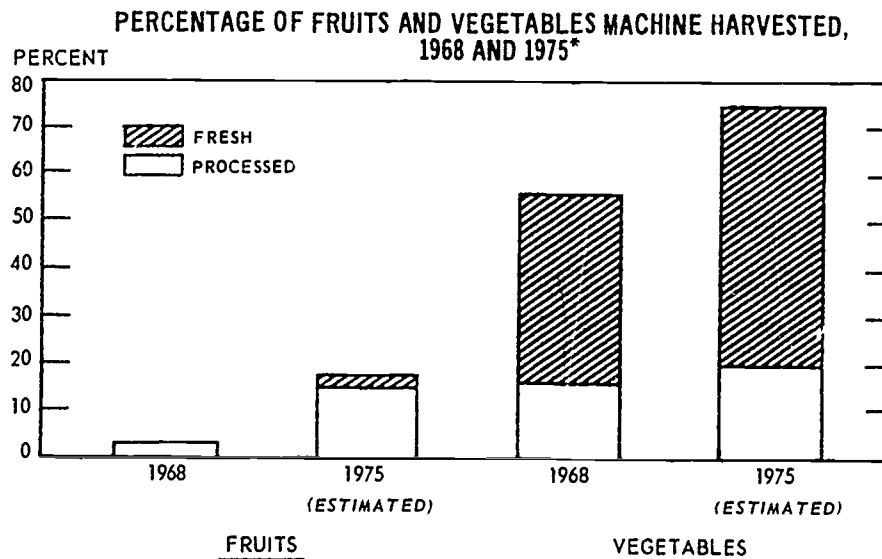
## EMPLOYMENT AND INCOME

The Manpower, Evaluation and Development Institute, Inc., an OEO grantee, in the fall of 1968 began a 2-year study of the working conditions of migrant and other seasonal farmworkers. In its report issued in April 1971, the institute stated that it had interviewed about 4,000 farmworker families and found that

- the average annual family income in 1970 was \$2,021,
- the average number of family workers was 2.3, and
- the average family size was 6.4.

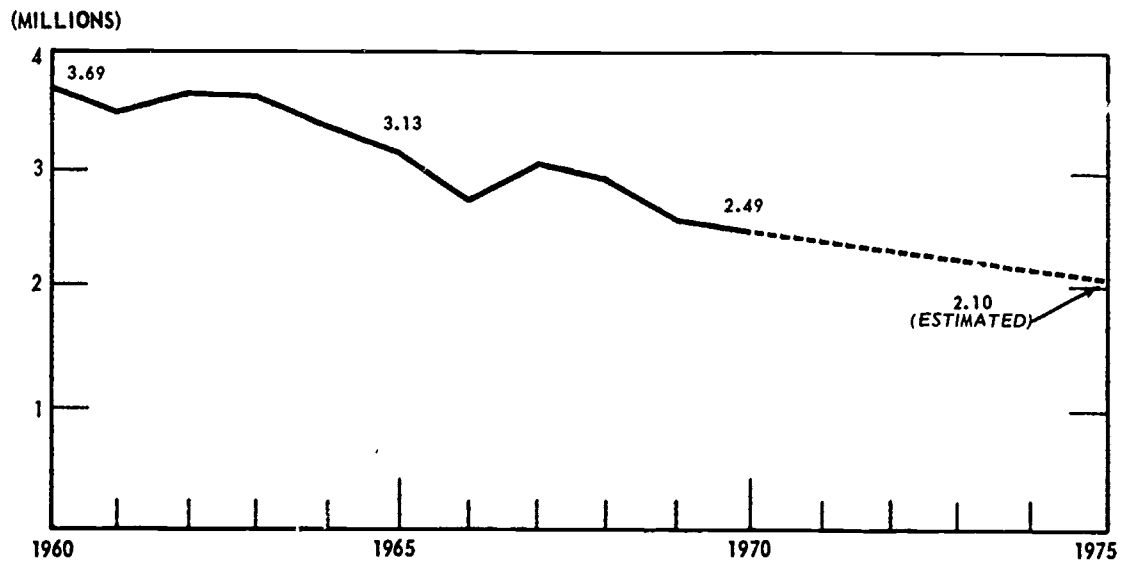
The OEO-established poverty income level for a family of six at the time of this study was \$4,800. Migrant farmworkers must also pay travel costs to jobs and fees charged by farm labor contractors (those who for a fee recruit, hire, solicit, furnish, or transport 10 or more migrants for interstate employment).

Nonfarm employment in rural areas has not increased enough to absorb workers displaced from agriculture plus the rural youth entering the work force each year. The following graphs show the increased use of mechanical devices to harvest fruits and vegetables and the related decreased demand for farmworkers, especially migrants, projected through 1975.

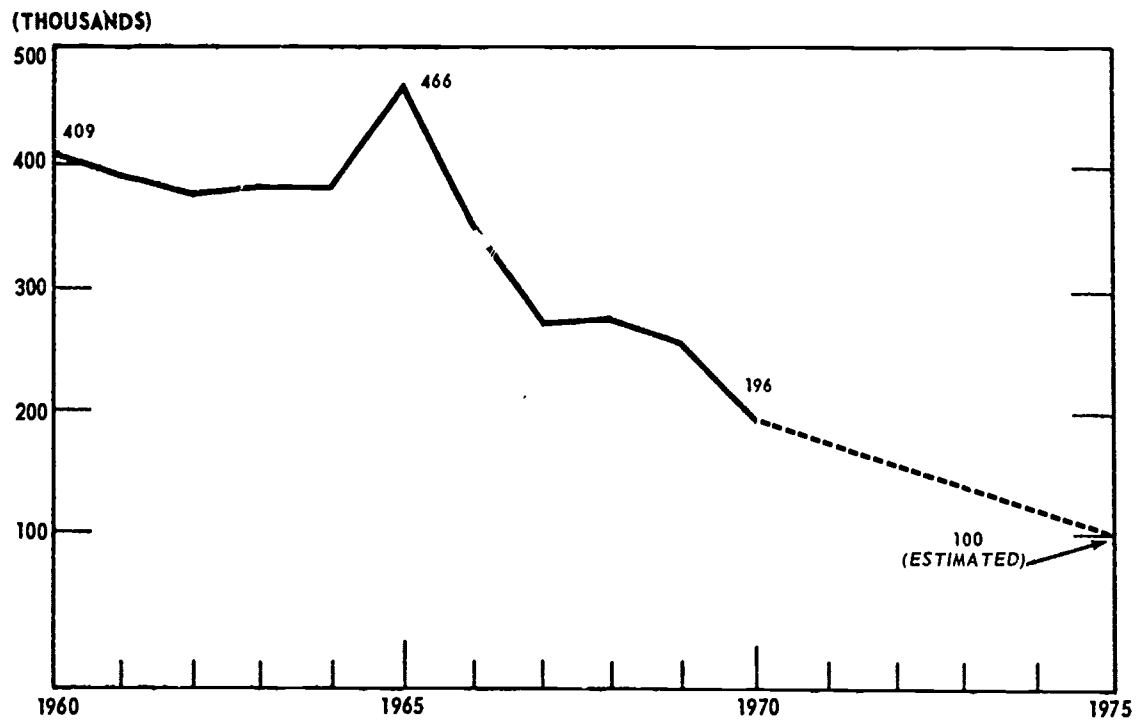


\*PREPARED FROM INFORMATION PRESENTED IN THE 1969 REPORT PREPARED BY THE RURAL MANPOWER CENTER, MICHIGAN STATE UNIVERSITY, ENTITLED 'FRUIT AND VEGETABLE HARVEST MECHANIZATION MANPOWER IMPLICATIONS.'

**NUMBER OF FARMWORKERS  
EMPLOYED BY YEAR\***



**NUMBER OF MIGRATORY FARMWORKERS  
EMPLOYED BY YEAR\***



\*PREPARED FROM STATISTICS FURNISHED BY THE DEPARTMENT OF AGRICULTURE  
AND THE DEPARTMENT OF LABOR



## LIMITED PROTECTION UNDER LABOR LEGISLATION

Migrants and other seasonal farmworkers are exempt from Federal statutes governing collective bargaining, premium pay for overtime, and unemployment insurance, and from most State workmen's compensation statutes. They are only marginally included under minimum wage and child labor provisions. The President's Manpower Report submitted to the Congress in April 1971 stated that the historical reasons for excluding farmworkers from protective legislation--administrative complexities and cost to small farmers--no longer exist because of the trend toward consolidations in the agriculture industry and the growth of the Nation's agribusinesses and the recognized need for such legislation.

Congressional committees have considered extending protective legislation to farmworkers and further deliberations can be expected.

### Fair Labor Standards Act

In 1966 the Congress extended the minimum wage, but not the maximum hour, provisions of the Fair Labor Standards Act (29 U.S.C. 203) to certain categories of agricultural employees. However, in 1970 only 535,000 of the estimated 2.5 million farmworkers were covered by the Federal minimum wage. Coverage was limited by exempting many workers, such as local workers paid on a piece-rate basis and employed less than 13 weeks in the preceding calendar year. The act further restricted coverage to those workers employed on large farms, the so-called agribusinesses, representing approximately 2 percent of the farms in the United States in 1970 but employing 20 percent of all farmworkers. Furthermore, effective 1969, the minimum wage was set at \$1.30 an hour, \$0.30 an hour below that set for nonagricultural workers. The Congress set this lower rate for farmworkers to evaluate the effects of applying a minimum wage to agriculture.

### Child labor laws

Federal and many State child labor laws prohibit employment of children only during school hours or in particularly hazardous occupations. However, growers employing migrant and seasonal farmworkers do not always comply with these laws. In 1970 an estimated 800,000 children under the

age of 17 were employed in agriculture. In 1970, 38 percent of the estimated 196,000 migratory farmworkers were between the ages of 14 and 17.

#### Workmen's compensation laws

An October 1970 report by the Senate Committee on Labor and Public Welfare noted that an estimated 800 deaths and 80,000 injuries occur annually from the use of agricultural pesticides. Department of Labor statistics showed that in 1969 agriculture ranked second only to the construction industry in the number of job-related deaths. Farmworkers constitute the largest population group that is largely excluded from coverage under State workmen's compensation laws which protect the employee in case of illness or disability resulting from job-related activities. Implementation of the Federal Occupational Safety and Health Act of 1970 (29 U.S.C. 651) should improve farm working conditions. The act requires employers to furnish employment free from recognized hazards.

#### Unemployment insurance

Unemployment insurance is intended to offset the effects of unemployment to the individual and the community. Every major job classification in private industry is covered by unemployment insurance, except farmwork.

The Senate sought to extend unemployment insurance to farmworkers through amendments to the House version of the 1970 Employment Security Amendments (H.R. 14705). The act passed by the Congress (26 U.S.C. 3306) excluded farmworkers but directed the Secretary of Labor to research the effect of extending coverage to them.

#### National Labor Relations Act

Farmworkers have been exempt from provisions of the National Labor Relations Act (29 U.S.C. 151) since its enactment in 1935. The exemption does not deny farmworkers the right to unionize but provides no federally enforceable organizing and bargaining rights for farmworkers or employers. Because employers are not legally bound to negotiate with farmworker unions, union members have sought better working conditions through strikes and boycotts and the agricultural

industry has been increasingly subject to labor disputes and violence.

#### Immigration and Nationality Act

Labor problems of farmworkers are affected in some areas, especially in the Southwest, by an influx of foreign labor. The Immigration and Nationality Act (8 U.S.C. 1101) requires that before aliens can be admitted as permanent resident aliens, Labor must certify that domestic laborers are not available and that the employment of aliens will not adversely affect wages and working conditions in the United States. Immigration and Labor officials told us that once an alien is admitted for permanent residence, no recertification is required and he may work at any employment he chooses.

Under this act and related Federal regulations, most aliens are exempt from the certification requirement because they are spouses or children of United States citizens or resident aliens. For example, in fiscal year 1970, Labor did not certify any Mexican aliens for unskilled farmwork. Of the 44,469 Mexican aliens admitted to the United States that year, 32,231 were admitted as "housewives, children and others with no occupation or no occupation reported."

Aliens illegally present in the United States also find their way into the farm work force. In fiscal year 1970, of 250,517 Mexican adult male aliens identified as deportable for illegal entry, 56,203 were working in agriculture when they were apprehended.

#### Farm Labor Contractor Registration Act

The Farm Labor Contractor Registration Act of 1963 (7 U.S.C. 2041) requires that, with certain exemptions, all farm labor contractors obtain certification from Labor that they carry adequate insurance in case of death, injury, or property losses suffered by the migrants when they are transported across State lines. In addition, crew leaders are required to disclose to workers at recruitment the terms and conditions of employment, including place, crop, transportation, wages, and crew leader fees. Violators of the act are subject to a maximum fine of \$500.

## SOCIAL PROBLEMS

Reports issued by Government and private agencies and testimony given during hearings before the Senate Subcommittee on Migratory Labor, Committee on Labor and Public Welfare, have highlighted three primary social problems of migrant and other seasonal farmworkers--inadequate education, poor health, and substandard housing.

### Education

The President's Manpower Report of April 1971 indicated that the average level of education among migrant farmworkers was low. The report stated that the schooling of children is often interrupted because children are forced to work or because families are constantly on the move. Many of these children who are in school are below the grade levels normal for their ages and many drop out at an early age to supplement family earnings and thus further handicap themselves in future efforts to enter more stable, better paid work.

A consultant's report on a study funded by OEO noted that in 1970, 63 percent of all migrants were 16 years old or younger. An HEW report issued that year noted that 90 percent of migrant children may never finish high school and that the average migrant farmworker acquired only a fourth- or fifth-grade education.

### Health

Migrants and other seasonal farmworkers are particularly subject to conditions that foster poor health, and migrants are less able than permanent residents of a community to obtain needed medical care. A 1970 Field Foundation study of migrant health conditions in various areas of the South listed over 100 untreated ailments from tapeworm and anemia to tuberculosis and cancer among the approximately 1,400 patients seeking medical help at a clinic in Hidalgo County, Texas. Most of those examined--covering all ages--exhibited symptoms of diseases and malnutrition.

A doctor who participated in the study testified before the Senate Subcommittee on Migratory Labor, Committee on Labor and Public Welfare, in July 1970 that:

"The children we saw that day have no future in our society. Malnutrition since birth has already impaired them physically, mentally, and emotionally. They do not have the capacity to engage in the sustained physical or mental effort which is necessary to succeed in school, learn a trade, or assume the full responsibilities of citizenship in a complex society such as ours."

Another doctor who participated in the study in Hidalgo County testified before the Subcommittee on the results of severe malnutrition among many migrants:

"\*\*\* this enhances their susceptibility to all forms of disease. It is no mystery that nutritional anemia, protein malnutrition, diarrheas, tuberculosis, skin infections, influenzas, pneumonia, birth defects, prematurity and neonatal deaths are much more prevalent among the farmworkers' families than among the general population."

### Housing

Migrant and other seasonal farmworkers face a particularly acute housing problem. The Rural Housing Alliance in September 1970 reported that two-thirds of the Nation's substandard housing was in rural areas and small towns where most of the Nation's 2.5 million farmworkers lived.

Housing for migrants, both at their home bases and/or while traveling, often does not meet minimum health and safety standards. A study published in 1969 by the Washington State Council of Churches concluded that substandard housing in migrant camps in Washington clearly contributed to poor migrant health. Toilet and washing facilities were often unclean, storage of garbage was inadequate in about half the camps, row cabins frequently did not provide sufficient ventilation or fly screening, and migrants had no place to keep food fresh. All these conditions increased the danger of infectious diseases and produced other health problems.

## PARTICIPATION IN PUBLIC ASSISTANCE PROGRAMS

Although not all social legislation exempts agricultural laborers, most migrant farmworkers do not participate in public assistance programs. Information from OEO indicated that because of mobility, residency requirements, and problems of obtaining required income certification, migrants have only limited opportunities to participate in the following Federal- and State-administered programs: Medicaid, food stamps, welfare, surplus food commodities, Federal job training, and child care.

The Manpower, Evaluation and Development Institute's April 1971 report to OEO noted that only 9 percent of the 4,000 migrant families interviewed had applied for public assistance, even though most families had incomes below the OEO-established poverty level.

Several reasons were given for the low participation, including unawareness of programs' existence, lack of outreach workers to inform migrants of available programs, inability to prove past income or predict future income, and inability to meet State residency or "intent to remain" requirements.



### CHAPTER 3

#### CONCLUSIONS, RECOMMENDATIONS, AND

##### AGENCY COMMENTS

The Congress has enacted authorizing legislation and provided funds to help migrant and other seasonal farmworkers improve their living conditions through manpower, education, health, housing, and day-care programs. Our review showed that:

- Administrators need to improve the operations of these programs to more effectively aid migrant and seasonal farmworkers and their families.
- Although many of the estimated 199,000 migrant and other seasonal farmworkers and dependents living in the six areas received services from these programs, much more needs to be done if this occupational group is to become socially and economically self-sufficient in our increasingly technological society.
- An overall plan and a common direction of effort are needed to guide these programs and strengthen their impact on improving the living conditions of migrant and other seasonal farmworkers.

The amount of funds made available in relation to the target population, which OEO estimates at 5 million, and the magnitude of their problem have limited the programs' effectiveness. Although the funding of programs has increased and larger amounts are expected to be made available in the future, budgetary constraints will almost certainly continue to limit progress in meeting these farmworkers' needs.

##### MANPOWER

Between 1968 and 1975, about 200,000 migrant and other seasonal farmworkers will no longer be needed to harvest fruits and vegetables, according to a detailed study of the effects of mechanical harvesting prepared by Michigan State University and financed by Labor. Other studies, funded by OEO, arrived at similar conclusions. The expected impact will be most severe in Oregon, Michigan, North Carolina,



California, and Texas, involving such crops as grapes, tomatoes, beans, and cherries. Officials of the Department of Agriculture estimated that because of technological advances, 800,000 fewer farmworkers will be employed in all fields of agriculture in 1975 than had been employed in 1968.

Systematic and coordinated plans had not been established, however, at either the Federal, State, or local levels for retraining farmworkers and providing jobs through economic development efforts. Federal efforts to meet the manpower training needs of migrant and seasonal farmworkers were limited in the six areas.

Except in Hidalgo County, OEO did not fund any vocational programs in these areas, although it did fund adult basic education programs in Kern County and Yakima Valley. According to an OEO evaluation report dated June 8, 1970, farmworkers were receiving very few measurable benefits from the Kern County program. OEO subsequently terminated the program; however, it continued funding to train staff and to prepare for new adult basic education and vocational training programs. An OEO consultant evaluated the Yakima Valley adult basic education project in April 1970 as effective in helping migrant and other seasonal farmworkers to further their education. We noted, however, that this project had not significantly improved the employability of the participants.

Labor funded manpower programs specifically for migrant and other seasonal farmworkers in two of the six areas. In Yakima Valley, vocational training sponsored by Labor and the State employment office had only limited migrant enrollment and did not make many placements in nonfarm jobs.

In Hidalgo County, both Labor and OEO funded adult basic education and vocational training courses. The adult basic education programs were moderately successful--about 30 percent of the trainees subsequently enrolled in vocational training. On the other hand, vocational training projects met with mixed success. Only about 20 percent of the graduates from the Labor-sponsored program were in training-related employment 6 months after completing training and more than half returned to farmwork or were unemployed. Of the 60 graduates from the OEO-sponsored courses, 31 had found nonagricultural jobs as of June 30, 1971.

In the past, Labor concentrated its efforts on supplying a farm labor work force to growers. Providing comprehensive manpower service to rural workers has been a concern only in recent years.

There is a well-recognized need for raising the low educational and skill levels of these workers and for retraining them for nonagricultural employment, because of the continuing decline in the demand for farmworkers.

In conjunction with the training of migrant and seasonal farmworkers, the Federal Government has also recognized a need for economic development in rural areas to provide employment opportunities. The President's Task Force on Rural Development emphasized this need in its March 1970 report, when it stated:

"The most effective program to deal with rural underemployment and lagging incomes is to create job opportunities through private enterprise, accompanied with education and job training to better fit rural people for these jobs--plus one more ingredient; bringing the jobs and jobseekers together."

We believe that Labor, as contemplated by the Manpower Development and Training Act, should increase its efforts toward retraining farmworkers and provide national direction and leadership in planning, initiating, and coordinating federally sponsored training programs for migrant and other seasonal farmworkers.

#### Recommendations

We recommend that the Secretary of Labor, in cooperation with the Director, OEO:

- Develop long-term plans to counteract the effects of technological advances in agriculture that displace migrant and other seasonal farmworkers.
- Increase efforts to train such farmworkers for non-agricultural employment through existing manpower programs.

Further, we recommend that the Secretary of Labor work closely with the Secretary of Commerce to develop a comprehensive and coordinated plan to involve all levels of Government and private industry in providing expanded non-agricultural employment opportunities in rural areas.

Agency comments

By letter dated June 16, 1972 (see app. IV), Labor agreed with the intent of our recommendation and stated that it recognized that technological and mechanical advances in agriculture and related areas curtailed job opportunities for farmworkers. To overcome past inadequacies in providing services to rural residents, it is working through a number of programs, including exploratory pilot programs, the Rural Manpower Service's ongoing manpower delivery programs, and other programs within the Department.

Labor stated that it was implementing a National Migrant Worker program involving about \$20 million in Federal funds, attempting to provide manpower services to migrants in their home bases and as they move from State to State.

OEO agreed with our recommendations and stated that, while coordination between Labor and OEO had increased, joint long-range planning in manpower is essential if the society is to effectively counteract the displacement of farmworkers by mechanization.

## EDUCATION

HEW's Office of Education has sponsored special education programs for migrant children in all six areas, and in addition to the special education services, most participants received supportive services, such as free lunches, medical and dental examinations, clothing, and transportation.

Our analysis of test results and school records of migrant children in the six areas showed generally that (1) in reading, mathematics, and language skills, they were not achieving at the grade levels in which they were enrolled and that in these skills they were below those of other students in their classes and (2) educational deficiencies usually became greater as the students moved into higher grades.

Some school districts which enrolled substantial numbers of migrant children were not participating in the migrant education program because they were unaware of the program, were unaware that migrant children were enrolled in their schools, or were unwilling to participate because of the additional paperwork.

The Elementary and Secondary Education Act, as amended (20 U.S.C. 241e(6)), requires

\*\*\* that effective procedures, including provision for appropriate objective measurements of education achievement, will be adopted for evaluating at least annually the effectiveness of the programs in meeting the special educational needs of educationally deprived children \*\*\*."

Although annual evaluations of migrant education programs are required to be made, the Office of Education has not developed a systematic approach for evaluating the overall impact of the numerous migrant education programs.

The Office of Education relies on each State to adequately evaluate its program each year, but the Office has provided the States only general guidelines for such evaluations. The guidelines do not require that objective measurements of educational achievement, such as pretests and post tests, be used to determine program effectiveness. Sufficient objective measurement data on educational achievement generally was

either not available or not used by the Office of Education, the State education agencies, and local school districts in evaluating migrant education programs.

These agencies also were not coordinating their efforts to determine the most successful way to teach migrant children.

In Yakima Valley one school district concentrated primarily on a reading development program, while another school district operated a language development program because it felt migrant children were not academically ready for a reading program. Eight school districts in Hidalgo County were offering numerous different special migrant education programs and were using various approaches to teach migrant children. For example, one of these school districts established a separate campus for migrant students while another school district integrated migrant students into regular school programs and extracurricular activities. School officials in the six areas informed us that they have not yet found the best curricula or teaching methods for the migrant child and that the migrant education program is still experimental.

Because school officials still consider the program experimental after 5 years of operation, it is important that Federal, State, and local program managers closely monitor and evaluate the results so that the best approach for increasing the academic skills of migrant children can be determined and utilized. However, we did not find monitoring or evaluation to be very effective in any of the programs reviewed.

#### Recommendations

We recommend that the Secretary, HEW, through the Office of Education:

- Implement the evaluation requirements of the Elementary and Secondary Education Act by developing an effective monitoring and evaluation system that will provide information on (1) the progress made by migrant education programs in improving migrant children's achievement, and (2) the best teaching methods, curricula, and educational materials that will meet their special educational needs.

- Disseminate this information to States and school districts participating in migrant education programs.
- Inform all school districts of the programs and encourage schools with many migrant children to participate.

#### Agency comments and our evaluation

By letter dated July 26, 1972 (see app. III), HEW concurred in our recommendations. It stated that the conditions noted regarding educational deficiencies of migrant children are typical also of other disadvantaged children. HEW stated that progress should be evaluated in terms of improving educational performance and that if comparisons are to be made, they should be made between migrant children and children from comparable socioeconomic backgrounds in the regular school programs. HEW also stated that much of the lag of migratory children can be attributed to the fact that they receive about 7 months of schooling annually as contrasted with the normal 9 months. Also, considering the significant educational deprivation often associated with low-income families, which is further affected by migration, it is remarkable that the achievement lag is as small as the report indicates.

We recognize that there are other comparisons which could be used to measure the effectiveness of the migrant education programs. We believe, however, that whatever comparisons are to be made, objective measurement data on the educational achievements of the participants in the migrant education programs must be obtained initially. Such data generally was either not available or not used in measuring the migrant programs' effectiveness.

Moreover, HEW recognized in its comments that its implementation of the Elementary and Secondary Education Act's evaluation requirement was not satisfactory and that the evaluation reports received from State education agencies often lack definite, quantitative data about migrant children's performance. To resolve the problem of obtaining data on short-term gains achieved by the migrant program, a committee of eight State migrant coordinators is exploring with Office of Education staff the use of various means to test short-term gains.



HEW commented that long-range plans call for establishing regional resource centers to identify successful programs, to disseminate information on effective practices, and to develop uniform curricula and techniques for the migrant programs.

HEW concurred, with certain reservations, in the recommendation that all school districts be informed of the migrant programs and that HEW encourage schools with large numbers of migrant children to participate. According to HEW, nonparticipation of some school districts results for the most part from a deliberate choice of State agencies to concentrate available funds in the most needy areas rather than from the district's not being aware of the availability of program funds.

HEW stated that, during fiscal year 1973, each State applying for the migrant education program will be required to use a uniform method of identifying eligible children and to retain the documentation used to support assignment of program funds to specific school districts and regional centers. This procedure, HEW believes, will insure that due consideration is given to offering programs in all districts having significant numbers of eligible children.



## HOUSING

In each area, low-cost, safe, decent, and sanitary housing available to migrant and other seasonal farmworkers was in short supply and few houses for farmworkers were being constructed. As of June 30, 1971, FHA and OEO, since the inception of their housing programs, had assisted in constructing about 100 temporary and about 1,100 permanent farm labor housing units in the six areas. Most of these units were constructed in California and Florida and, except for the temporary housing units, were occupied primarily by local year-round farmworkers and nonfarm low-income workers.

FHA pointed out that since the labor housing loan and grant programs started in 1962, loans and grants totaling about \$31 million had been made to finance housing for 4,700 families and 3,456 individuals. Over a 10-year period, this amounts to a yearly average of 470 families and 345 individuals for which housing is provided, of a total migrant and seasonal farmworker population numbering in the millions.

The need for improved farmworker housing has been well documented. In 1970 the Rural Housing Alliance published a study made under an OEO grant which pointed out that studies had been conducted, surveys made, articles written, and hearings held in major farm-labor-using States and that most of them concluded that much of the housing for migrant farmworkers was substandard. The Housing Alliance stated in part that:

"Perhaps the most disheartening thing about the housing situation in California is that more has been done to meet the problem in that state than in any other--and it is still critical \*\*\*."

In Wayne County and in the Yakima Valley, serious efforts were being made to enforce State housing and health standards. As a result, 24 orders were issued by the State in Wayne County to cease violations and two labor camps were closed in Yakima Valley, further reducing the availability of temporary housing for migrants in Yakima Valley. During our fieldwork in Yakima Valley, we observed migrant families sleeping in cars and along riverbanks.

In fiscal years 1966 through 1971, FHA obligated only about \$17 million of the \$66 million which it had the authority to obligate for its farm labor housing loan program under the Housing Act of 1949, as amended, because of the small volume of loan requests from sponsors of new housing projects. Also, during fiscal years 1966 through 1971, FIA obligated about \$15 million of the \$19 million of grant funds appropriated to it.

FIA county supervisors in the six areas did not have adequate information on the condition of farm labor housing in their counties. They stated that they made little or no effort to promote a community interest to improve farmworker housing and that it was up to the community to seek out FHA's services. Headquarters officials expressed a similar viewpoint and informed us that no funding action was taken until a sponsor requests funds for a project.

Probably the most successful project we noted was an OEO-funded 100-unit housing project in Kern County, California. This project provided migrant families with adequate housing on a temporary basis at prices they could afford--\$1 a day per family. The units appeared clean and well maintained and provided adequate kitchen, sleeping, and bathing facilities far superior to other available temporary housing in the county. In view of this project's success, we believe OEO should consider emphasizing the improvement of farmworker housing through housing projects similar to that in Kern County.

OEO, through its self-help housing program, granted funds to sponsoring housing organizations in three of the six areas. Through October 1971, these organizations assisted about 150 families in obtaining FHA loans and provided technical assistance to help them construct their homes. About 40 percent of the families for whom housing was constructed, however, did not meet OEO eligibility requirements, mainly because they were not migrants or other seasonal farmworkers. In November 1971, about the time our fieldwork was completed, OEO changed its definition of seasonal farmworkers to include persons working for the same farm corporation but on different farms and possibly on different crops. OEO believes that many of the previously ineligible seasonal farmworkers are now eligible for OEO's programs. We were informed that it was difficult to include only migrant and other seasonal farmworkers in the self-help

housing programs because these workers often could not meet FHA credit requirements for a loan.

#### Recommendation

We recommend that the Secretary of Agriculture require FHA to assume a leadership role in providing decent, safe, and sanitary housing to migrant and other seasonal farmworkers under programs authorized by the Housing Act of 1949, as amended.

#### Agency comments

By letter dated June 20, 1972 (see app. II), FHA stated that it has adopted a new procedure of directly notifying the interested public of the programs it offers and that it intends to rely on this procedure to keep the public informed about the farm labor housing program.

FHA pointed out that the volume of requests for funds from sponsors of new housing projects had changed significantly in that, as of May 1, 1972, the applications on hand for farm labor housing grants greatly exceeded the amount of funds available. The total amount authorized for farm labor housing grants for fiscal year 1972 was \$6.7 million; however, applications for loans totaling about \$20 million were on hand. One reason given for the increase in applications was the recent changes in the legislation which broadened the farm labor housing authorizations to permit grants of up to 90 percent of total development cost and reduced the interest rate on loans to a maximum of 1 percent.

FHA stated that it had notified organizations and individuals interested in farm labor housing of the broader opportunities for this type of assistance and that it was necessary to discontinue development of additional dockets in January 1972, because of the large number of requests for grant assistance.

## HEALTH

HEW-funded health care projects in each area provided needed health services to migrant and other seasonal farmworkers that they would not otherwise receive. Some of these services, however, were limited in scope or in number of patients served. Greater efforts were needed to provide comprehensive family health care and continuity of service as contemplated in the Migrant Health Act of 1962.

In mid-1970, the Health Services and Mental Health Administration placed increased emphasis on having its health projects provide comprehensive health care--including preventive medical, diagnostic, treatment, rehabilitation, family planning, narcotic addiction and alcoholism prevention, mental health, dental, and followup services--to migrant and seasonal farmworker families.

The Palm Beach County Health Department and the Wayne County Rural Comprehensive Health Program attempted to provide comprehensive health care for the migrants. According to health officials, the migrant's attitude towards his health needs and a shortage of medical personnel limited their success. In two other areas, the health care provided was mostly limited to ambulatory services at scheduled clinics or through referrals to local doctors. Project officials in one of these areas indicated that they would like to provide comprehensive family health care but that they were too busy trying to meet the immediate needs of migrant families who came to the clinics for treatment of specific illnesses or injuries.

In two communities, health projects were having serious problems getting started. In September 1971, the project in Hidalgo County was providing only limited ambulatory health care because it could not hire a doctor. In Kern County, HEW approved one of the three health projects for financing in June 1970 but as of July 1971 no clinics had opened and no services were being provided. During this period, however, HEW also granted funds to the local medical society and the Kern County Health Department to provide ambulatory health care to migrant families, and both projects were successful.

HEW had not established a uniform policy requiring health projects to provide continuity of health care for farmworkers moving between communities. HEW recognized its responsibility to insure continuity of care for migrants but was concentrating on establishing high quality migrant health projects before focusing on this problem. In Palm Beach and Wayne Counties, the health programs were utilizing an established health referral system whereby farmworkers migrating up and down the east coast were referred to and from other health agencies, but because of such factors as the difficulty of health agencies in locating migrants, the system was not very successful.

#### Recommendations

We recommend that the Secretary, HEW, have the Administrator, Health Services and Mental Health Administration, (1) assist the health projects in developing or increasing their capabilities to provide comprehensive family health care and (2) develop and implement plans to provide continuity of health care to migrants and their families when they migrate between communities.

#### Agency comments

HEW concurred in our recommendations and stated that the Health Services and Mental Health Administration has taken or is taking several steps to improve the health care given to migrant and other seasonal farmworkers.

- Regulations have been developed that prescribe minimum ambulatory services which must be made available to migrant and other seasonal farmworkers.
- A Coordinating Committee on Migrant Health has been established to improve the coordination among the components of the Health Services and Mental Health Administration which operate projects serving migrants.
- The National Migrant Health Advisory Committee was working to increase the scope of services available to migrants and to insure adequate consumer participation in developing migrant health policies.

- The National Health Service Corps program has been established to provide medical personnel to areas having a shortage of such personnel, particularly rural areas.
- The Health Services and Mental Health Administration was studying the feasibility of establishing a central medical information retrieval system to assist in providing continuity of health services to migrant families when they move from a community.

## DAY CARE

Day-care centers funded by HEW and OEO for the children of migrant and seasonal farmworkers were operating in all six areas, except Hidalgo County. The centers generally provided good care to the children--the facilities were clean and well maintained, meals and snacks were served, adult supervision seemed adequate, and educational instruction was given.

Statistics for the five areas show that the number of migrant and other seasonal farmworker children qualifying for day-care services exceeded the capacity of centers in operation. Enrollment in Kern County centers was at licensed capacity; however, the average daily attendance was below capacity.

In Yakima Valley some centers were operating at about 80-percent capacity because (1) centers were not in the immediate area where migrants worked or lived and transportation was not provided and (2) centers did not open until 6 a.m. while farmworkers start work about 4:30 a.m. As a result, small children either were taken to the fields with their parents or were left in labor camps. In addition, some centers were serving children of ineligible families.

## Recommendations

We recommend that the Secretary, HEW, through the Office of Child Development, and the Director, OEO, insure that day-care programs effectively serve the needs of the many migrant and other seasonal farmworker families, are fully utilized by these families, and serve only eligible participants.

## Agency comments

HEW concurred in our recommendations and stated that it planned to increase funding to its Indian and Migrant Program Division to allow the Division to implement new programs designed specifically for migrants and to expand its ongoing programs. HEW also plans to provide the resources and support to enable the programs to more effectively reach migrant children.



OEO stated that meeting the day-care needs of migrant and seasonal farmworkers would require a considerable increase in the funds that it has allocated for that purpose. Because it did not have the necessary funds, it could not expand its day-care program.

OEO commented that, although there were no day-care centers specifically for migrant and seasonal farmworker children in Hidalgo County, the community action agency of Hidalgo County, with a grant of about \$800,000 from HEW, was operating a bilingual day-care program for about 1,000 poor children. OEO stated that it planned to check the accuracy of the grantee's estimate that 70 percent of those served were from farmworker families and would recommend to HEW that the need for additional day-care facilities in Hidalgo County be assessed.

OEO stated that the day-care centers in the Yakima Valley now open at either 4:30 a.m. or 5 a.m. and that the average daily attendance of the centers in Kern County and Yakima Valley had increased to 83 and 87 percent of capacity, respectively. Because the centers were now operating at or near capacity when field employment was available, it was not possible to increase enrollment.



## COORDINATION OF FEDERAL PROGRAMS

Four executive agencies administer Federal efforts directed to the problems of migrant and other seasonal farmworkers. In some cases State and local agencies carry out these programs. Services are provided on a splintered basis through many programs, each having separate legislative authority and intent. Some Federal efforts, such as Labor's Rural Manpower Service, are based on legislation enacted 30 to 40 years ago, while other Federal programs were initiated in the 1960s. We noted that Federal, State, and local agencies need to better coordinate programs for migrant and other seasonal farmworkers. Because the results of one program have an impact on other programs, an overall plan and a common direction of effort are needed to guide these Federal assistance programs and strengthen their impact on improving the living conditions of migrants and other seasonal farmworkers.

We believe that coordination could be improved by creating a migrant and other seasonal farmworker council to establish overall policies and priorities for directing the various agencies' efforts to assist migrant and other seasonal farmworkers or by the Domestic Council. The President established the Domestic Council in July 1970 to coordinate the establishment of national priorities, develop integrated sets of policy choices, and continually review ongoing domestic programs from a policy viewpoint.

Once such policies and priorities have been established, we believe the Federal regional councils, including nonmember agencies, should assist in coordinating programs in the field. These councils operate under the guidance of the Under Secretaries Group for Regional Operations. The President established them to develop and maintain close relationships among the Federal, State, and local agencies operating social programs and to solve their interrelated problems.

In our view, the farmworker council should include top-level administrators of appropriate agencies, perhaps at the under secretary level, because it is at the agency level that such policies will be made effective or not. Such a council should also have the authority to examine all Federal programs and policies for their impact on farmworkers, with high-level authority for effecting changes to insure that

the programs modify their practices to better serve farmworkers.

Recommendations to the  
Office of Management and Budget

We recommend that the Office of Management and Budget either create a migrant and other seasonal farmworker council to establish and coordinate overall policies and priorities, designed to accelerate benefits of the migrant and other seasonal farmworker programs, or attempt to involve the Domestic Council in this effort. We recommend also that Federal regional councils, including nonmember agencies, assist in coordinating these programs in the field.

Agency comments

By letter dated May 2, 1972 (see app. I.), the Office of Management and Budget stated that, although there is no formal coordinating group specifically assigned to migrant programs as such, a number of Federal regional councils and agency representatives in Washington have been actively working over the past few years on migrant problems under the auspices of the Under Secretaries Group for Regional Operations. OMB stated that it was working with the agencies involved to consider whether the present arrangement was adequate and what sort of interagency coordination may be necessary.

The Departments of Agriculture and Labor and OEO agreed that the Federal programs need to be coordinated. Agriculture and Labor also agreed with our recommendation that a migrant and other seasonal farmworker council be established and offered the following suggestions for such a council:

- All of the Federal departments and agencies involved with migrant and other seasonal farmworkers should be represented on the council.
- The council should be authorized to study in depth the basic economic problems involved and should develop an integrated strategy on migrant problems.
- The council should be authorized to make recommendations for any needed legislative changes.

--The council should review and evaluate agency efforts to implement its recommendations to improve the services provided.

## CHAPTER 4

### HIDALGO COUNTY, TEXAS

Hidalgo County, in the Lower Rio Grande Valley adjacent to the Mexican-American border, covers 1,541 square miles and has a population of about 181,000. Migrant and other seasonal farmworkers and their families residing in the county total about 75,000 persons.

To better understand the problems of these farmworkers, we interviewed 48 families who lived in both urban and rural areas of the county.

The average family had seven members and four of their five children were 16 years old or younger. The number of children attending school averaged 3.5. Many parents did not speak or understand English. The heads of households averaged about 3 years of formal schooling which many of them had received in Mexico.

Forty-two families had worked as migrants for an average of about 10 years and had migrated to 23 States. They worked an average of 9-1/2 months a year--both in stream and at home. On the average, two and one-half family members contributed to the total family income of about \$2,400 annually. Their hourly wage averaged \$1.55.

About 50 percent of the families were satisfied with their housing in Hidalgo County and about 60 percent owned their own homes. The average house and lot cost about \$2,900 and most of the houses were substantially substandard. Only 13 families had indoor plumbing and only nine of these had indoor toilets.

We sent questionnaires to 27 growers in Hidalgo County regarding their employment of farmworkers. Responses from seventeen growers showed that they hired some 3,250 farmworkers during peak harvest seasons and had a total of 383 permanent employees. Most of these workers during the peak harvest season received the minimum wage for farmwork in Texas--\$1.30 per hour. Thus, a farmworker would earn only \$2,600 per year if he worked 50 weeks, 40 hours per week. The OEO poverty guideline for a nonfarm family (which includes migrant and other seasonal farmworkers), at the time of our

review, was an annual income of \$5,600 or less for a family of seven, the average family size in our sample.

#### MANPOWER

Hidalgo County has a continuous surplus of farm laborers primarily because of a decreased demand for farmworkers as a result of mechanization and use of herbicides and the inability of farmworkers to move into other occupations.

The future for farmworkers in Hidalgo County is poor. Statistics that we developed for 1960 to 1971, showed that crops cultivated gradually increased from 375,000 to 450,000 acres while the demand for migrant and seasonal farmworkers decreased from 26,000 to 10,000.

Further, the Rio Grande Valley is the home base for thousands of migrant farmworkers who travel north each year and whose prospect for obtaining employment is, in our opinion, poor because of increased mechanization in harvesting fruits and vegetables in the northern States. More and more agricultural workers will remain in Texas competing for limited nonagricultural jobs for which they lack the necessary education and skills.

OEO and Labor funded adult basic education and vocational training courses for migrant and other seasonal farmworkers. During the 18 months ended June 30, 1971, 1,329 farmworkers participated in these programs--763 in adult basic education and 566 in vocational training--to prepare them for nonfarmwork.

#### Adult basic education

During the 18 months ended June 30, 1971, 608 migrant and other seasonal farmworkers participated in OEO-funded courses conducted by the local community action agency and 155 participated in Labor-funded courses conducted by the local school district.

According to agency records for the 608 participants in the OEO-funded program, as of June 1971:

- 195 subsequently enrolled in vocational training.
- 105 obtained jobs.
- 133 returned to migrant farmwork.

--175 left the program with their occupational statuses unknown.

We attempted to verify the posttraining statuses of the 105 trainees reportedly employed. Employers of 22 trainees responded that 11 were still working for them.

OEO terminated the adult basic education program effective June 30, 1971, and replaced it with a prevocational training program, stating that more emphasis should be placed on vocational and prevocational training to show more tangible results. The objective of the prevocational training program was to qualify farmworkers with a minimum of a fourth-grade education for vocational training programs by raising their educational levels to the sixth grade. OEO expected that 120 trainees would complete the program every 9 months.

As of June 30, 1971, training results for the 155 trainees who had participated in either of the two Labor-funded adult basic education courses, the last of which was completed in November 1970, showed that:

--82 dropped out.

--43 enrolled in vocational training.

--27 completed the program with their statuses unknown.

--Three transferred to another adult education program.

#### Vocational training

Vocational training projects funded by OEO and Labor provided training opportunities for 566 migrant and other seasonal farmworkers during the 18 months ended June 30, 1971. About 80 percent of the labor trainees and about 30 percent of the OEO trainees completed their training.

Most trainees had difficulty obtaining and retaining permanent employment due to lack of jobs and many returned to seasonal agricultural work.

Nine vocational training projects funded primarily by Labor under the Manpower Development and Training Act were completed during the 18 months ended June 30, 1971. The Texas

Employment Commission and the Texas Education Agency jointly administered the projects through local training activities. These projects were to train the migrant farmworker in skills needed for other positions, such as those of automobile body repairman, clerk-typist, nurse's aide, salesman, stenographer, refrigeration mechanic, social service aide, and neighborhood evaluation aide.

Sixty of the 270 trainees who participated in the Labor-sponsored projects dropped out. Followup information showed and a Texas Employment Commission official told us that most of them left training to return to migrant farmwork. Information on posttraining employment of 138 of the 210 graduates showed that 51, or 37 percent, were employed 6 months after completing their training and that 25 of the 51 were employed in training-related jobs. Information was not available on 72 graduates.

The OEO-funded vocational training program, administered by the local community action agency, began in January 1970. It was to provide trainees with construction skills necessary to obtain employment other than migrant or other seasonal farmwork. The 12-month program offered classroom instruction for 6 hours and on-the-job training for 24 hours each week. Instruction was offered in (1) general carpentry, (2) cabinet-making, (3) floor laying and painting, (4) plumbing, (5) electrical wiring, and (6) masonry. A year was considered ample time to provide sufficient classroom theory and on-the-job experience for the trainees to obtain semiskilled employment as helpers. The program had the facilities and teachers to serve 140 trainees.

During the 18-month period ended June 30, 1971, 296 trainees enrolled in the course. As of June 30, 1971, 82 were still enrolled, 60 graduated, and 154 left the program. Of the 60 trainees who graduated, 31 found jobs, 26 were unemployed, and three returned to migrant work. Followup data as of June 1971 available on 201 of the 214 trainees who either graduated or left the program showed:

--55 were employed, including 37 employed in their field of training.

--Five enrolled in other training.



--101 returned to seasonal farmwork or migrated in search of agricultural work.

--40 were unemployed.

According to a program official, followup data was to be collected on each trainee 7, 30, 60, and 90 days after the trainee left the program. He informed us that the counseling department of the community action agency was responsible for job placement and followup. Followups, however, were not made at the required times and followup data obtained was incomplete and difficult to verify. Our efforts to verify job placements through questionnaires were hampered because we could not determine complete and correct names and addresses for many employers.

An OEO consultant in a July 1970 report stated that the community action agency's counseling department had no organized job placement and followup procedures. Personnel at the vocational school said that in June 1971 they conducted their own followup in job placements because they had been unable to obtain followup data from the counseling department.

#### EDUCATION

In Hidalgo County, 15 of the 18 school districts participated in the title I migrant elementary and secondary education programs during the 1970-71 school year. They received a total of about \$3.6 million from the Office of Education. About 15,000 of the 17,000 migrant children in the county attended school in these 15 districts. During the year ended May 31, 1971, OEO also provided about \$200,000 to the Southwest Educational Development Laboratory, which operated an experimental preschool bilingual educational program for 91 migrant children in the McAllen, Texas, school district.

We reviewed student records in the Edinburg school district. The district during the 1970-71 school year had served about 2,600 migrant students, mostly elementary students, and had received about \$490,000 from the Office of Education to operate the program. We randomly selected records of 50 migrant students and 50 regular students in the sixth grade during the 1970-71 school year and compared their

achievement test scores, their in-grade retention rate, and their attendance records.

### Achievement

We compared school records and found that each school year, migrant students advanced on the average about 1-1/2 months less in mathematics and about 2-1/2 months less in reading than the regular students. By the time the 50 migrant students reached the sixth grade, they were about one grade level behind the regular students in mathematics and about 1.6 grade levels behind in reading. The records showed that the migrant students on the average were not achieving at the grade level in which they were enrolled.

### In-grade retention

Of the 50 migrant students, 25 were retained in grade one or more times from the first to the sixth grades, while six of the 50 regular students were retained in grade. The in-grade retention rate of migrant students was highest in the first grade; 18 migrant students were not promoted to the second grade.

### Attendance

The attendance rate for the 50 migrant students was 95.5 percent as compared with 95.8 percent for the 50 regular students. This attendance rate, however, reflects only the students' attendance while they were enrolled in school. Many of the migrant students enrolled late and withdrew early and, therefore, were not enrolled for the full school term. However, some of these students may have enrolled in other schools or in 7-month extended day programs for migrant children.

### Evaluation

School district evaluations of migrant programs were based primarily on observations by teachers and by personnel of the Southwest Educational Development Laboratory, which was under contract with the Texas Education Agency to develop and field test curricula and special materials relevant to migrant education. School districts, the development

laboratory, and the Texas Education Agency had not summarized statistical data such as:

- Pretest and posttest results to measure migrant students' achievement.
- Enrollment and retention data to measure migrant students' advancement.
- Attendance data to determine whether programs were improving migrant students' attendance.
- Information on dropouts to determine dropout trends for migrant children.

Although the Hidalgo County school districts maintain much of the above detailed information, the Texas Education Agency has not developed an effective monitoring and evaluation system to analyze, evaluate, and disseminate the information to the school districts and the Office of Education for use in managing migrant education programs.

The HEW Audit Agency, which reviewed migrant education programs at the Texas Education Agency and at five school districts, reported in June 1971 that effective procedures had not been developed to insure that school districts are evaluated to determine how effectively they identify and meet migrant children's special educational needs.

#### Coordination

Hidalgo County school districts were offering many types of migrant educational activities but had received little guidance as to the best teaching methods, curricula, and educational materials for migrant children. Under contract since 1968 with the Texas Education Agency, the Southwest Educational Development Laboratory was to determine special migrant education needs and to develop migrant programs and curriculum material to meet these needs. The laboratory, as of June 1971, had not developed programs or curriculum materials.

According to information from eight Hidalgo County school districts, these districts offered many different special educational activities to the migrant children. According to a school district official, the school district

developed most of the curriculum materials, with some material being provided by the Texas Education Agency.

The Edinburg school district alone offered 12 different special migrant educational activities, six of which were language development and reading programs. A school official said that the school has not yet found the best curricula or teaching method for the migrant child and that the migrant education program is still experimental, as are all migrant programs school districts offer in Hidalgo County. For example, the Edinburg school district has integrated migrant students into the regular school programs and extra curricular activities, while the McAllen school district has maintained a separate campus and segregated classes for migrant elementary students.

#### Limited educational services

Of the 2,600 migrant students in the Edinburg school district, about 1,700 participated in migrant education programs during the 1970-71 school year (students that participate in several programs are repeatedly counted). Although most of the other migrant students received supportive services, such as free lunches, medical and dental examinations, clothing, and transportation, they could not participate in special education classes because these classes were not offered at all schools with migrant children or for all grades.

For example, Lee School (kindergarten through fifth grade) offered a program for migrant preschool students but no programs for the 107 migrant students enrolled in the first through fifth grades. Jefferson and Sam Houston Schools (kindergarten through fifth grade) with 162 migrant students enrolled in the 1970-71 school year did not offer any migrant education programs.

The Edinburg school district offers a 7-month extended day program to migrant children who enroll late and leave early. The program was offered, however, only to children in the first, second, third, and fifth grades and only at two of the district's 13 schools. According to an Edinburg school official, the school district could not bus all eligible students. He stated that more could be accomplished with good special curriculum materials than with the 7-month

extended day program; the migrant student who enrolls late and leaves early is integrated into regular programs and given a special enrichment curriculum.

#### Early childhood education program

The McAllen school district operated an experimental preschool education program funded by OEO through grants totaling \$600,000 to the Southwest Educational Development Laboratory since 1968. The program focused on the special learning problems of migrant children 3 to 5 years old and was designed to develop a planned bilingual language program to alleviate the basic problems of migrant children when they first enter the public school system. Through the 1970-71 school year, about 330 migrant children had participated.

The Southwest Educational Development Laboratory was to evaluate the program. Although the laboratory tested program participants, the test results were generally non-conclusive. According to laboratory officials, the grants through the 1970-71 school year did not provide for any followup to determine how well the children progressed after entering public school but such an analysis would be made for the 1971-72 school year.

## HOUSING

The Bureau of the Census, Department of Commerce, reported that 48 percent of all housing in Hidalgo County was substandard in 1970. Our visits to the homes of 48 migrant and other seasonal farmworkers showed that the families generally lived in small, crowded houses without indoor water and with inadequate sewerage facilities. Some of these houses are shown in the following pictures.



Houses with outdoor water pipes



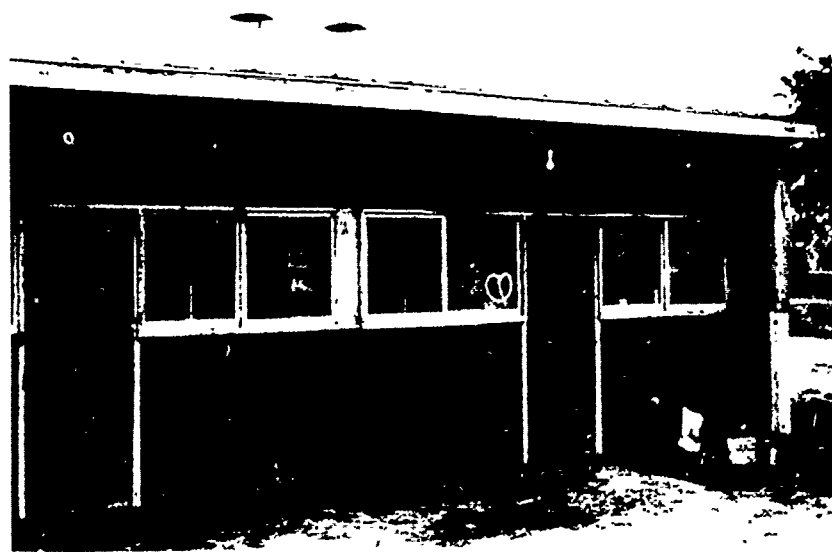
Migrant houses near Weslaco labor camp.  
One of the better houses is at the left.

Federal and local agencies provided few low-cost housing units to farmworkers. Throughout the county, only 1,665 public low-rent housing units existed, of which, in June 1971, 28 percent were occupied by migrant or other seasonal farmworkers. Because of long waiting lists, some families retained their units and paid rent while they were migrating to insure that such housing would be available when they returned. FHA did not finance any of the farmworker housing projects.

In January 1972, FHA approved a \$1.5 million project sponsored by the Hidalgo County Housing Authority to raze 198 one-room shelters of a substandard housing project in Weslaco, Texas, and to replace them with 202 new apartment units. FHA is financing the project with a 10-percent loan and a 90-percent grant authorized by sections 514 and 516 of the Housing Act of 1949, as amended.



The county housing authority operates the Weslaco housing project which, in addition to the 198 one-room shelters, has 28 two-bedroom apartments and 14 three-bedroom apartments. This project was built in the 1930s and most of the units do not have indoor plumbing. The director of the county health department described this housing as substandard because of few and unsatisfactory sanitary facilities, poor maintenance, and overcrowding. Some of these housing units are pictured below.



One room units with electric lights but no water or gas,  
Weslaco labor camp.

Rent at Weslaco will range from \$25 to \$40 per month-- an average of about \$10 more than the rent paid for the existing one-room shelters. In interviews with FIA representatives, one-third of the families residing in the old housing project indicated that they could not afford the additional rent. The proposal had no plans to relocate families displaced by the project.

An FHA official informed us that the housing authority was responsible for relocating tenants displaced by the proposed project and that relocation of tenants had not been a requirement for approving the project. The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, however, requires that tenants displaced by federally funded projects be given relocation assistance.

On November 15, 1972, an FHA official told us that FHA would review whether the act applied to this situation and it would resolve the matter.

#### HEALTH

The health facilities in Hidalgo County in 1971 were far below the State level. Excluding migrants, the number of persons per physician was about one and one-half times that of the State--1,243 compared to 848--and the number of persons per dentist was almost double that of the State--5,164 compared to 2,700. When migrants are included, the situation worsens--the number of persons per physician almost doubles that of the State and the number of persons per dentist is about two and one-half times that of the State.

A similar situation exists with hospital beds. Excluding migrants, the number of hospital beds per 1,000 population is 3.2 and 4.7 in the county and State, respectively. Including migrants, the number of hospital beds per 1,000 population declines to 2.3 for Hidalgo County and 4.5 for the State. Also, there was no county-operated hospital.

From 1967 through June 1971, the Hidalgo County Health Department received grant funds of about \$1.4 million from the Health Services and Mental Health Administration to operate a migrant health project in Hidalgo County. Initially, the project was to augment the county health department and thus expand county medical health services and reach migrant farmworkers. In June 1970 the emphasis was changed to providing comprehensive health care through family health clinics, in accordance with HEW's emphasis on providing complete health care for migrants.

As of September 1971, the health department could not provide comprehensive health care because it could not find a doctor willing to relocate to the county at the \$25,000 annual salary offered.

We reviewed the health care provided to 40 selected migrant patients in June 1971. The services provided were the same services, such as immunization, counseling, and various diagnostic tests, as normally offered by the county health department.

County health department officials acknowledged that, for the most part, during the transition the migrant health project offered the same services as the county health department; however, the project provided the means to serve more persons. The health project had not attempted to provide continuity of health services to migrant farmworkers and their families once they left the county.

## CHAPTER 5

### KERN COUNTY, CALIFORNIA

Kern County, at the southern end of the San Joaquin Valley, had an estimated population of 343,700 in 1970. In 1970, it produced agricultural products worth about \$346 million on approximately 837,000 harvested acres and 2.6 million acres of range land. A work force averaging about 22,000 farmworkers, including about 1,000 migrants and 12,500 other seasonal farmworkers, harvested the products.

Farmworkers are in greatest demand in May through August. During this period in 1970, all farmworkers numbered from 25,000 to 30,000. The demand for them reached a low in February when only 16,000 were employed.

Data from 316 migrant and other seasonal farmworker families showed that 209 were below OEO's poverty level. For example, the annual income of 87 migrant families living in an OEO-sponsored housing project with an average family size of 4.4 averaged about \$2,400 in 1970. The poverty level established by OEO for a family of four was \$3,800 at the time of our fieldwork.

#### MANPOWER

There were no Labor-assisted training programs designed exclusively for farmworkers at the time of our review. The major effort of the Labor-funded farm labor offices in Kern County consisted of referring farmworkers to agricultural jobs. The offices had not (1) attempted to determine the number of unemployed or underemployed farmworkers, (2) ascertained the impact that mechanization will have on the demand for farmworkers, or (3) initiated programs to help farmworkers upgrade their occupational skills. The offices referred a few farmworkers to nonagricultural positions and to Labor-sponsored training programs.

From May 10, 1967, to July 31, 1970, OEO granted the Central California Action Associates, Inc., a nonprofit corporation, about \$4.5 million to teach English to migrant and other seasonal farmworkers in eight California counties, including Kern County. In fiscal year 1970, questions arose

over the staff's ability to operate the program and the effectiveness of the board of directors. In February 1970 the responsibility for the association's educational program was transferred to the Greater California Educational Project, a delegate agency of the Bakersfield Target Community Citizens Anti-Poverty Council.

An OEO evaluator visited the project in April 1970 and in his June 8, 1970, report stated that:

"The farmworkers are receiving very few measurable benefits from this program. A few participants have received some training in English, but little else. Job training and placement is almost nonexistent. No emphasis is placed on Consumer Education, Health or any other training generally expected in a good antipoverty program."

To support these conclusions, the evaluator stated that (1) because of apparent inadequate teaching methods, 50 to 60 percent of the students in the English classes had been enrolled the previous year, (2) reports that 100 job placements had been made could not be substantiated, and (3) primitive teaching methods were used, teachers did not meet minimum qualifications, inservice training was lacking, and there were indications that ineligible participants were enrolled.

OEO attributed the project's lack of success, at least in part, to a need for training the persons responsible for carrying out the program. All classes were terminated by July 31, 1970.

During fiscal year 1971, the project received \$290,000 from OEO to (1) train the board of directors and staff members, (2) develop a refunding application, and (3) develop local resources and job opportunities in connection with its expected future training activities.

In July 1971, OEO transferred \$651,000 of unexpended funds of the Central California Action Associates directly to the Greater California Educational Project. The project

conducted a 20-week adult basic education program and a vocational training program to provide migrant and seasonal farmworkers the skills and support necessary to obtain non-agricultural jobs and to provide them other supportive services. An estimated 850 farmworkers in eight California counties, including 130 to 200 from Kern County, were expected to participate during the program year ended May 31, 1972.

### EDUCATION

The California State Department of Education initiated, in 1967, the California Plan for the Education of Migrant Children. The plan, funded by the Office of Education under its title I migrant elementary and secondary education programs, was to provide supplemental educational services to migrant children in impacted school districts. The Division of Compensatory Education, Bureau of Community Services and Migrant Education, which administers the plan, established six regions with each region developing and implementing its own program following State guidelines.

One region, encompassing Kern, Kings, and Tulare Counties, developed the Multi-County Program for Migratory Children, administered through the Kern County superintendent of schools. For the 1970-71 school year, the program received from the Office of Education migrant education grant funds of about \$1.1 million, of which about \$400,000 was for Kern County.

During the 1970-71 school year, 15 of the 52 school districts in Kern County participated in the program, with 2,034 children enrolled in the language comprehension improvement program and 457 in the English-as-a-second-language program. In addition to these academic courses, migrant children were provided health and other supportive services, including food and transportation.

### Achievement

The objective of the California Plan for the Education of Migrant Children in the region including Kern County was to improve monthly the classroom performance of migrant

children in English communication, as measured by the California Achievement Test. During the 1970-71 school year, 380 of the 2,034 migrant students enrolled in the language comprehension improvement program were both pretested and posttested in reading. Our analysis of the results follows.

<u>Classroom performance</u>	<u>Number of students</u>	<u>Percent</u>
Did not progress monthly	176	46
Progressed monthly	<u>204</u>	<u>54</u>
Total	<u>380</u>	<u>100</u>

Also, of the 380 migrant children, 257, or 68 percent, were not attaining the desired grade levels at the end of the school year and 76 either regressed or showed no progress.

During the 1970-71 school year, 364 migrant children enrolled in the Multi-County Program for Migratory Children were both pretested and posttested in mathematics with the following results.

<u>Classroom performance</u>	<u>Number of students</u>	<u>Percent</u>
Did not progress monthly	210	58
Progressed monthly	<u>154</u>	<u>42</u>
Total	<u>364</u>	<u>100</u>

Of the 364 children, 251, or 69 percent, were not attaining the desired grade levels at the end of the school year and 99 of the 251 either regressed or showed no progress.

#### Attendance

Attendance records at four elementary schools and one high school for the 1969-70 school year showed that the absentee rate of migrant students at these schools was significantly higher than that of regular students.



<u>Grade level</u>	<u>Total number of students</u>		<u>Average days absent per 180-day school year</u>	
	<u>Regular</u>	<u>Migrant</u>	<u>Regular</u>	<u>Migrant</u>
Elementary	953	203	8.6	11.2
Secondary	1,360	224	16.3	25.1

The California State Department of Education had not included improving attendance of migrant children as an objective in its plans for the 1970-71 school year. State education officials, however, informed us that this would be an objective during the 1971-72 school year.

#### Nonparticipating school districts

In California, school districts are eligible to participate in migrant education programs if migrant children constitute over 4 percent of their enrollments. Enrollment records of 19 nonparticipating school districts showed that during the 1969-70 school year, in six districts migrant children exceeded the required 4 percent and were sometimes as high as 17 percent of the school's average daily attendance. During the school year, these school districts could have used \$131,000 of migrant education funds but returned them.

Officials of the six school districts said that they were unaware of the migrant education program or of the number of migrant children enrolled in their schools or that too much time and paperwork was involved. Three of these districts planned to join the program during the 1971-72 school year.

#### Evaluation

The director of the Multi-County Program for Migratory Children established a monitoring and evaluation system to determine the progress of migrant children enrolled in the language comprehension improvement program and to disseminate the results to local school districts. Participating school districts were required to pretest migrant children in October and posttest them in April using the California Achievement

test. A data center then was to tabulate the results, which would be published in an annual report and sent to all interested school districts.

Test results were also evaluated by a consultant, under contract with the State Department of Education, who prepared an evaluation report on the 1969-70 school year. He stated that his assessment of the program was hampered because of insufficient objective data. In the report on the 1970-71 school year, he acknowledged that more test results were available than in previous years.

We noted, however, that for the 1970-71 school year, test results which could be evaluated were still not available for 1,654 children, or 81 percent, of the 2,034 children enrolled in the language comprehension improvement program primarily because:

- Some children were not enrolled in school when pre-tests and posttests were given.
- Some children enrolled were not given tests.
- Test results of some children were incomplete or appeared inaccurate.

The program director informed us that he planned to modify the evaluation system to test more children and obtain better test results through such means as extending testing periods for migrant students.

Teachers were required to subjectively evaluate migrant students enrolled in the language comprehensive improvement and the English-as-a-second-language programs. Students in the language comprehension improvement program were to be evaluated once each quarter on listening, reading, speaking, and writing. Students in the English-as-a-second-language program were to be evaluated during the first and third quarters on listening, speaking, and standard English usage.

In both programs, a 0-through-4 rating scale was used and the evaluations were compared to determine a student's educational growth. However, no standards were developed

to determine how much a child had to progress to warrant a 1-point increase in any category. Therefore, no standard determination of educational growth could be made.

## HOUSING

Adequate housing generally was not available for migrant and other seasonal farmworkers. A total 375 units of federally assisted housing was provided for farmworkers since the inception of OEO and FHA housing programs:

- 100 units of temporary housing funded by OEO,
- 194 units of farm labor housing in two projects funded by FHA, and
- 81 units of self-help housing jointly funded by OEO and FHA.

In addition, there were 70 units of substandard labor camp housing built in 1942 by the Department of Agriculture which a local housing authority has administered since 1950. Growers also had about 500 units of family housing and dormitory units which could house 5,877 persons.

There was enough housing for only a small portion of migrant and seasonal farmworkers and their families, who during the 1970 harvesting season reached an estimated peak of 44,000. The quickness with which the housing projects filled up; the number of families that were turned away; and the continued demand, even for substandard housing, all indicate that the projects have not met the demand for adequate housing.

### Temporary housing project

The county housing authority operated a project under Federal-State financing to serve mobile farmworkers. Each unit had two bedrooms, a bathroom, a kitchen-dining room, cots, a stove, and a refrigerator. Rental charges were \$1 a day per family. A photograph of some of these housing units is on page 67.

The demand for these units far exceeded the supply. The project opened for the 1971 season on April 1, and 96 of the 100 units were filled the first day. By July 1971, 98 families had been turned away because of no vacancies.

Forty families prior to moving into the project had lived nearby in inadequate quarters paying an average rent of \$52 per month. A photograph of one of the former units is shown on page 67. We interviewed five of these families. All commented favorably on the new project because it provided better housing than their prior homes, the rent was lower, and the project had a day-care center.

#### Farm labor housing projects

FHA, under its farm labor housing loan and grant programs, financed a 100-unit project in Shafter and a 94-unit project in Wasco. Local housing authorities operated the projects, which rented for \$50 to \$75 a month. Units were unfurnished, except for stoves. The Wasco project units also had refrigerators.

The Shafter project opened on April 30, 1971, and all units were filled by July. Migrant and other seasonal farm-worker families occupied 72 units and families employed in agriculture occupied all but one unit. According to the executive director of the housing authority, the project did not serve many migrants because the units were unfurnished and migrants generally seek furnished housing.

The Wasco project opened on March 15, 1971, and all units were filled by June 1, 1971. According to the executive director of the housing authority, about 75 percent of the families in the project were migrants whose home bases were Kern County. A photograph of the project is shown below.

Twenty-seven families who had been paying \$30 to \$38 a month rent at an adjacent substandard 70-unit labor camp moved to the new farm labor housing project, but other families did not move because they felt the rent was too high. The executive director of the housing authority told us that the substandard units were filled almost as soon as they were vacated. Photographs of the labor camp are shown on page 68.



Wasco farm labor center

#### Self-help housing

As of June 30, 1971, 81 families had built houses in the county through an OEO-sponsored self-help housing project. The houses were constructed through FHA loans and with technical assistance from Self-Help Enterprises, an OEO grantee. The average amount of loan per family was about \$8,600.

To participate, individuals had to meet both FHA and OEO eligibility criteria. FHA required participants to have adequate and dependable incomes to meet operating and family living expenses and to repay debts, including the proposed loans. OEO required that families earn at least 50 percent of their incomes in agricultural employment and those family members employed in agriculture be employed on a seasonal basis and not by the same employer for the entire calendar year. OEO also required that family income be below OEO's poverty level. Our review, however, showed that 37 of the 81 participants did not meet OEO's eligibility criteria--the incomes of eight participants exceeded the poverty level guidelines, five earned more than 50 percent of their incomes in nonagricultural employment, and 24 were employed by the same employer for the entire calendar year.

After we completed our fieldwork, OEO eliminated the requirement that those family members employed in agriculture not be employed by the same employer for the entire calendar year. They are now eligible for OEO's migrant programs if they work on a seasonal basis.

The executive director of Self-Help Enterprises told us in April 1971 that the project was not directed toward migrants because participants must have some stability within the community to meet payments and accept the responsibility of being permanent residents. He further stated that little emphasis had been placed on OEO eligibility requirements other than its income criteria but recently OEO began to emphasize equal consideration of all eligibility requirements in screening participants. He indicated that the combination of OEO and FHA criteria has put Self-Help Enterprises in a position of searching for a "paradoxical individual--one who has a poverty level income and is also financially stable."



## HEALTH

HEW funded three migrant health projects operated respectively by the Kern County Liberation Movement, a non-profit corporation; the Kern County Health Department; and the Kern County Medical Society. The Liberation Movement, although spending about \$100,000 in grant money, could not get its project underway during fiscal year 1971 as planned. Controversy over project approval and lack of experience in operating a health project appear to have been factors in delaying the project. However, a project official informed us the project began providing services in September 1971 and had made substantial progress in its operations.

The health department and the medical society projects, funded in fiscal year 1971 at about \$89,000 and about \$43,000, respectively, provided needed health services to migrant and other seasonal farmworker families. Due to a lack of information on the health needs of the target population, we could not determine the extent to which these projects met the need.

None of the three health projects provided comprehensive health care. Also, the projects had not attempted to provide continuity of health services through such methods as exchanging records with other clinics along migrant streams.

### Health needs

In October 1969 the Kern County Economic Opportunity Corporation, an OEO-funded community action agency, applied to HEW for a grant to assess farmworkers' health needs and to plan a comprehensive health program for the county. HEW did not grant the funds because it decided to support the Kern County Liberation Movement's project.

Statistics were not available on the health needs of migrant and other seasonal farmworkers. Health department officials, however, indicated that migrant and other seasonal farmworkers needed more

- education on health and health problems,
- medical care, and
- medical facilities and doctors in rural areas.

Liberation Movement migrant health project

In June 1970, HEW approved the Liberation Movement project for fiscal year 1971, at a funding level of \$391,500. The project was to operate a clinic and provide medical and dental care.

Project approval and funding created considerable controversy among local health providers and other groups in the county. Local health providers were concerned because they were not consulted or advised about the project before approval. As a result of the controversy, HEW suspended program funding in August 1970 to review the Liberation Movement's operation. On January 15, 1971, HEW restored funding.

In April 1971, an HEW official was assigned to the project as interim project director to

- locate a suitable facility for the clinic,
- hire a project director and staff, and
- restructure the Liberation Movement's board of directors so that 51 percent of the board would represent migrant and other seasonal farmworkers.

According to the project's new interim project director, on loan from the Kern County medical society, as of July 1972, the project's status was as follows:

- A clinic had been located in the southern part of the county's agricultural area.
- The project's first patient was served in September 1971 and since then the project has averaged about 550 patients per month, with about 700 patients per month being served during the peak season.
- HEW extended the grant through fiscal year 1972, with no additional funding; however, in April 1972, when the project had expended all its grant funds, HEW provided about \$78,000 more funds to continue the project through the fiscal year. HEW also granted the project about \$218,000 for the period ended December 31, 1972.

--A permanent project director had not yet been found.

--Twenty-five personnel had been hired.

#### Health department migrant health project

The health department provided county residents with services such as health education, family planning, tuberculosis control, environmental health services, and public health nursing. The department's migrant health project extended these services to migrant and seasonal farmworkers.

HEW has provided about \$591,000 for the project since July 1963. These funds, of which \$88,650 was for fiscal year 1971, enabled the department to hire additional public health nurses, a sanitarian, a sanitation aide, and 10 part-time bilingual community health aides. The aides, who were former migrant or other seasonal farmworkers, were trained in sanitation, nutrition, maternal and child health care, community health resources, and health education.

During fiscal year 1971, public health nurses and community health aides reportedly made 7,712 and 237 visits, respectively, to the homes of migrant and other seasonal farmworkers. Most visits were for maternal and child health care, detecting and preventing communicable disease, and providing crippled children's services. The nurses and aides also worked at the medical society's migrant health clinics. At the same time, project personnel inspected 283 labor camps and 1,891 field sanitation facilities.

HEW did not financially assist this project for fiscal year 1972. However, according to a health department official, these services will continue to be provided with county funds.

#### Medical society's migrant health project

The medical society provided health services through two clinics in the rural communities of Lamont and Wasco. HEW has funded the medical society's project since 1967 with about \$210,000, of which \$42,579 was in fiscal year 1971 and \$68,680 in fiscal year 1972.

The Lamont clinic was open three nights a week and the Wasco clinic was open two nights a week from May through

August 1970 and remained open until everyone who came was served. Generally, each clinic had a physician, three nurses, a clerk, and four community health aides. The Lamont clinic also had a laboratory technician.

During May through August 1970, the project served 1,387 patients--1,267, or 91 percent, were members of migrant or other seasonal farmworker families and 120, or 9 percent, were nonfarmworkers or their occupations were unknown. The patients made 2,909 visits to the clinics and were provided diagnoses and outpatient care for conditions such as respiratory and digestive diseases, pregnancy, and skin diseases. Patients also received immunizations, education on family planning, and referrals to other medical services.

## DAY CARE

Kern County had two federally funded day-care programs serving migrant and other seasonal farmworkers. OEO funded one program operated by the Bakersfield Target Community Citizens Anti-Poverty Council, Inc. This program included four day-care centers in Kern County and one center in neighboring Kings County. OEO funded the five centers for the 1-year period ended November 30, 1971, at about \$305,000. From January to June 1971, they served 324 children, 286 from Kern County and 38 from Kings County. The council estimated that 29,000 children were eligible in the five areas it served and projected that 300 children would participate during this period. The other program consisted of one day-care center at a temporary housing project and was funded jointly by HEW and the State at about \$41,000 for the 6 months ended June 30, 1971. Sixty-nine children participated.

In addition, construction of day-care centers had been completed at the farm labor housing projects in Shafter and Wasco in June 1971. However, because of a lack of operational funds, these centers were not open as of June 1972. Operational funds had been informally discussed with OEO, but due to a lack of OEO funds, no formal request was made of OEO.

The day-care programs provided the children with activities and environments which, we believe, were conducive to their development and learning. In addition to receiving care in a clean, safe, and healthy environment, they were given physical examinations, or health screenings, immunizations, and daily meals consisting of breakfast, lunch, and two snacks.

### Attendance

Enrollment at the four OEO-funded centers exceeded licensed capacity. However, the average daily attendance was below capacity. From December 1970 through June 1971, the average daily attendance per month ranged from 113 to 158 children, compared with the licensed capacity of 174. The executive director said the council was studying the situation.

### Eligibility

Some of the families served by the four OEO-funded centers apparently did not meet OEO seasonal employment criteria. For example, records at one center serving 105 children identified all the parents as migrant or other seasonal farmworkers. OEO guidelines require that participants earn at least 50 percent of their incomes in seasonal agricultural employment. A check of the employers of 13 parents showed that:

- Seven parents were employed full time by the same employer during the previous year and some of these had been steadily employed for the past 5 to 12 years.
- The listed employer had no record of five parents.
- One parent had worked seasonally for one of the employers.

According to the executive director, the day-care centers were not serving many migrant families because often the centers were already filled with children of other seasonal farmworkers when migrant families came into the area. He also stated that he was aware that the method of determining an applicant's eligibility needed to be improved. He said that the data was being verified.

### Day-care center at temporary housing project

HEW and the State jointly funded the day-care center at the Shafter temporary housing project and the Kern County superintendent of schools operated it.

All children 2 through 5 years old living in the project were eligible. The day-care center served only migrant children. As of June 30, 1971, all 58 eligible children were enrolled and, on the average, only four or five children a day were absent.

### Unused day-care centers

The day-care centers built with FHA funds at the farm labor housing projects at Wasco and Shafter had been constructed but were not open at the time of our review to

serve about 100 children aged 2 through 5 living in the projects.

Although the day-care centers were built at the farm labor housing projects with FHA funds, FHA does not have the authority to provide funds for operating the day-care centers. Housing authority officials requested the local school districts and subsequently the Bakersfield Target Community Citizens Anti-Poverty Council, Inc., to operate the centers but they could not because they lacked funds.

The council informally discussed funding of the two centers with OEO but was told that funds were not available. As of June 1972, the Kern County Housing Authority signed a contract for the center to be used for a Head Start program beginning in the fall of 1972. The housing authority at Wasco was negotiating for a similar program.



## CHAPTER 6

### YAKIMA VALLEY, WASHINGTON

The Yakima Valley is in Yakima and Benton Counties in south central Washington. From March through October 1970 an average of 11,200 migrant and other seasonal farmworkers were employed in the valley and their families included an estimated 7,500 nonworking dependents.

These farmworkers needed housing, medical care, and jobs, and the interstate migrants had a difficult time getting help from farmworker programs.

#### MANPOWER

The agencies responsible for manpower services in the Yakima Valley had not developed adequate demographic data about migrants and other seasonal farmworkers and had not estimated the effects of technological progress on future employment of farmworkers.

Local officials estimated that several thousand migrant farmworkers who came into the valley in 1970 could not find work. The estimated unemployment rate in fiscal year 1971 for all workers including farmworkers was as high as 25 percent.

Northwest Rural Opportunities, an OEO grantee, administered a basic education program which increased the education levels of many farmworkers; however, vocational training sponsored by Labor and the State employment office had limited migrant enrollment and did not place many farmworkers in nonfarm jobs.

#### Adult basic education

During calendar year 1970, Northwest Rural Opportunities held full-time adult basic education classes for about 1,000 trainees.

--350 were enrolled in an English-as-a-second-language program.

--450 were enrolled in basic reading, mathematics, and English.

--200 took courses to prepare themselves for the General Educational Development Test to obtain the equivalent of a high school diploma.

The programs were to raise the trainees' educational levels to prepare them for more permanent employment.

An OEO-funded evaluation of the 1969-70 winter program made in April 1970 by the Educational Systems Corporation commented on the results of the 5-month program. It concluded that (1) the English-as-a-second-language program could not be adequately evaluated without comparing average graduate data from other grantees, (2) the average basic reading level gain of 1.9 grades and the average mathematics level gain of 1.8 grades were considered outstanding when compared to Job Corps results, and (3) the 56 percent rate of General Educational Development course graduates was considered outstanding for the relatively short program period.

Northwest Rural Opportunities also operated a job referral service. According to a Northwest Rural Opportunities official, about 178 of the people placed during the 18 months ended June 30, 1971, still have full-time jobs. The agency's records did not show whether these persons had previously been migrant or other seasonal farmworkers. Ninety-one of these full-time jobs were with the agency itself in positions such as outreach workers, secretaries, and aides.

Northwest Rural Opportunities officials told us they realized educational efforts should be coordinated with placement activities. The director stated that his organization plans to emphasize practical training, such as construction skills, which would tie in with other farmworker needs, such as low-cost, self-help housing.

#### Vocational training

During the 18 months ended June 30, 1971, the State employment office had only one training project specifically for farmworkers. In this project, 30 farmworkers were trained for year-round farmwork but only seven were placed in full-time jobs.

At the same time, about 500 persons were enrolled in Labor-funded general manpower programs; State officials

estimated that 80 percent of these were farmworkers. The State offices in the area reported that 87 participants were still employed in full-time jobs. Records from one of these programs disclosed that 18 of the 29 participants who obtained permanent jobs had been seasonal farmworkers.

A State manpower training representative indicated that few, if any, of the farmworkers being trained were migrants because the average trainee had been in the area for 4 years.

### EDUCATION

Thirteen school districts in the Yakima Valley with approximately 4,600 migrant children enrolled as of May 1971 administered migrant education programs at an annual cost of about \$536,000. The districts operated under the direction of the State Education Agency, whose objective was to provide compensatory education programs for all eligible migrant children in kindergarten through grade 12, to raise their educational attainment to that appropriate for children of their age. We found that (1) migrant children in the program were not achieving at grade level, (2) 2,700 migrant children were not served because the programs within a school district were limited or school districts were not participating in the program, (3) school districts had not agreed on common goals or approaches for educating migrant children, and (4) the program's accomplishments had not been adequately evaluated.

#### Educational achievements

Although most of the school districts had administered standard achievement tests, the results were not summarized and evaluated. We randomly selected 28 migrant students in five school districts enrolled in the sixth and seventh grades during school year 1971-72 and summarized their achievement on the standard achievement tests administered for school years 1969-70 and 1970-71.

<u>District</u>	<u>School year</u>	<u>Average lag of migrant students behind nonmigrants</u>		
		<u>Math</u>	<u>Reading</u>	<u>Language</u>
		————(number of months)————		
A (note a)	1969-70	5	6	5
	1970-71	5	10	5
B (note b)	1969-70	4	7	7
	1970-71	No standard achievement tests administered		
C (note b)	1969-70	14	16	15
	1970-71	21	19	21
D (note b)	1969-70	4	7	5
	1970-71	3	3	2
E (note b)	1969-70	12	16	13
	1970-71	No standard achievement tests administered		

<sup>a</sup>Tests administered in spring.

<sup>b</sup>Tests administered in fall.

School district officials said that, in most cases, these students were no longer receiving compensatory educational services and, unless they were achieving at least two grade levels below average, they would not receive additional educational services. We believe, however, that these students will probably continue to achieve below grade level if no additional help is provided under special education programs.

#### Limited services to migrant children

We visited five school districts in Yakima Valley reporting a total of about 3,600 migrants enrolled. Our review of the enrollment records of about 350 of these migrants showed that only about 23 percent of these migrant students

were receiving special educational services. None of the districts had programs available at grades 10 through 12, and only three of the five districts had programs for migrant students in grades seven through nine.

Two districts did not serve the group of students they had agreed to serve. In its grant proposal, one district had agreed to serve migrant students in kindergarten through grade six; however, the program served only children in kindergarten through second grade. According to officials at the other district, children above third grade did not participate unless they were severely handicapped, although the grant proposals had included all children through sixth grade.

Although the State migrant program was to provide compensatory education for all eligible migrant children, school districts in the upper valley that enrolled migrants did not participate. School officials in four of these districts informed us that it was their understanding that the migrant education program was limited to Mexican-Americans only.

The State supervisor of migrant education said that more data was needed on migrant children's school attendance. He also said that he would discuss initiating migrant education programs with the nonparticipating districts and fully explain the migrant program to them.

#### Need for common goals and approaches

The school districts in the Yakima Valley had not agreed on common goals or approaches for educating migrant children. Each district developed its own goals and particular methods to achieve them. The HEW Audit Agency, in a February 1971 audit report, stated that the State should better guide the school districts in meeting the migrant education program's objective.

One school district's goal was to increase its migrant children's achievement to the grade level of other children of comparable age. To accomplish this, the district operated a language development program for students in kindergarten through sixth grade. Each elementary school in the district used a language development room separate from the regular classroom to teach groups of three to six migrant children

for 1 hour each day. Here bilingual teacher aides played language games with the children. District officials informed us that this program was operated on the premise that migrant children are not ready for a reading program.

In contrast, another school district concentrated primarily on reading improvement and operated an elementary reading program for children in kindergarten through sixth grade. Each school enrolling migrants had a reading room separate from the regular classroom where a reading teacher or an aide worked with migrant children to correct reading deficiencies.

#### Program evaluations

The school districts made little use of achievement tests to evaluate individual migrant programs. For example, the goal of one school district's reading and language program was to gain as many months on tests as months attended school. The tests given the children either were not related to this goal or did not show whether the goal had been met. The overall program goal of another school district was to increase the children's academic levels to their appropriate grades; yet its evaluation did not show whether this was done.

We were informed by the Office of Education that State officials had primary responsibility for evaluation and that the Office relied on the State's evaluation with minimum Federal involvement. A February 1971 HEW audit report pointed out that the State had not monitored school district activities in sufficient depth to evaluate program results. The State had assigned only one field worker to monitor programs in about 23 districts in the southeastern part of the State.

## HOUSING

Precise figures were not available on the number of families and particularly migrant families that needed housing; however, the following information obtained from the Yakima County Health Department and the State Employment Security Department indicates that several thousand persons were unable to find adequate permanent or temporary housing during the 1971 harvest season.

Permanent housing:	
Seasonal farmworker families	1,800
Housing units financed by Federal programs	<u>40</u>
Additional units required	<u>1,760</u>
Temporary housing:	
Total migrant family members coming into the valley	6,174
Capacity of licensed labor camps	<u>3,645</u>
Additional units required	<u>2,531</u>

Although some private housing was available, an October 1970 study prepared by the Yakima Department of Planning and Community Development pointed out that:

\*\*\* it is apparent that at least 40% of all households in the City and County of Yakima cannot afford either to buy or rent decent, modest income housing \*\*\* even with the use of available shallow subsidy assistance programs \*\*\*."

The study further described the housing need as follows:

"The availability, adequacy and conditions of migrant farm labor housing are a source of special concern in this county. There are approximately 3,000 such units in the county. Migrant housing has historically been inadequate in numbers, size and facilities, and much of it is seriously substandard."



Much of the labor camp housing was not available throughout the entire harvest season: 44 camps, with a total capacity of 3,048 persons, were operated by growers and were available only to farmworkers employed by them; the camps were closed after the crop grown by that particular owner was harvested. Without adequate temporary housing, migrants were forced to live in inadequate private housing or outdoors without shelter.

In August 1971 we saw migrants sleeping on the ground, in cars and trailers in the fields, and on the riverbanks. They told us that housing was not available in the valley.

Two private camps which we visited had not been licensed by the county sanitarian and had been ordered closed because they did not meet State health standards. Because the need for housing was severe, the camps continued to be used. In one camp, the garbage was piled on the ground and the only water supply was provided by outdoor faucets. In another camp we saw raw sewage from trailers flowing onto the ground. The photographs on page 85 show unhealthy environments in the camps.

#### FHA housing programs

In July 1970, the Yakima County Housing Authority closed its two public labor camps which had a capacity to house 366 families. The housing authority had previously applied to FHA for a \$1.5 million loan to renovate the camps to comply with State Department of Health regulations. While the application was being considered, the department raised its health standards for labor camps. The housing authority then decided it could not renovate the camps to meet the new health standards with only the \$1.5 million loan for which it applied. As a result, it withdrew its application and closed the camps.

The members of the housing authority resigned after the camps were closed, and as of August 1971 new members had not been appointed. According to a local FHA official, before the county could receive grants or loans for farmworker housing, the now defunct housing authority would have to be re-established, or a similar county organization would have to be established.

FHA did not finance any temporary rental housing to meet the needs of migrant farmworkers coming into the valley. It had, however, made loans to develop permanent housing for 40 farmworker families under its self-help housing program. Northwest Rural Opportunities, under an OEO grant, provided technical assistance to these farmers, and the program was successful in improving their living conditions.

However, in July 1972, OEO informed us that it was discontinuing its funding of Northwest Rural Opportunities' program of providing technical assistance under the self-help housing program and that Northwest Rural Opportunities was seeking FHA funds for this purpose.

#### HEALTH

The Farmworkers Family Health Center was the only migrant health project in the valley. It began providing services in March 1971 under an HEW grant of \$369,750. The county had operated a migrant health program since 1968; however, with the development of the center, the county program was phased down and only a coordinator position was funded in fiscal year 1972.

The center was consumer-based, i.e., it employed and was advised by members of the target population. The center's goal was to provide comprehensive health services to migrants and their families with some degree of continuity, as they moved. In the summer of 1971, the center could not yet provide full comprehensive health services; however, it provided preventive health services such as X-rays, tuberculosis tests, and immunizations. The center also provided episodic services and referred specialty cases to local physicians who were compensated on a fee-for-service basis.

Although the center proposed to provide some degree of continuity of health services, as of June 1971, the center had not established a method for transferring its records to other health centers or for obtaining information on medical treatment of its patients begun in other parts of the country.

## DAY CARE

During fiscal year 1971 Northwest Rural Opportunities was operating four child development centers for the children of migrant and other seasonal farmworkers in the valley. These four centers, funded by OEO and HEW for about \$204,000, had an average daily attendance of 167 children. The centers were clean, roomy, and well lighted and had large fenced-in play areas; they served breakfast, lunch, and two snacks daily; and gave each child a physical examination and immunizations. In addition, the centers offered an educational program.

Although the above services appeared very good, the centers were operating at about 80 percent of capacity, primarily because their locations and hours did not meet the day-care needs of the migrant and other seasonal farmworker families in the valley. The four centers were in the lower valley and the majority of tree fruit harvesters worked in the upper valley around Yakima.

We visited migrant camps and saw day-care-aged children playing by an irrigation ditch and being cared for by elderly women. We also saw day-care-aged children in cars near the fields. Parents in one camp said they would like to send their children to day-care centers but the centers were not near the camps and there was no transportation.

The Employment Security Department of the Washington State Employment Service, in its June 1, 1970, interim report on the Washington State Settled-In Migrant Project, stated that:

"The number of day care centers is limited. Distances from the camps to the centers are great in many cases. Even if they could arrange for children to be entered in the centers, many migrants lack vehicles for transporting the children, and even if they have transportation, some do not want to take the time to go to the center twice a day because of the loss of earnings."

During May 1971 the earliest of the four centers opened at 6 a.m., but a normal workday during the harvest season began at 4:30 a.m. We were informed that the Parent Advisory Board of each center determined the operating hours.

We were also informed that the Northwest Rural Opportunities outreach workers did not have the time to actively recruit migrant children and the centers therefore relied on walk-ins and enrolled children on a first-come-first-served basis. According to the centers' records, about 70 percent of the children served were children of local seasonal farmworkers, 19 percent were children of migrants, and 11 percent were children of other residents.

## CHAPTER 7

### PROGRAMS IN THREE OTHER AREAS

We extended our review to three additional areas having significant numbers of migrant and seasonal farmworkers-- Berrien County, Michigan; Wayne County, New York; and Palm Beach County, Florida--to determine whether the impact of programs was similar to that in Texas, California, and Washington.

#### DESCRIPTION OF THE COUNTIES

Berrien County, in the extreme southwest corner of Michigan, borders on Lake Michigan and Indiana. The county ranks first in the State in both fruit and vegetable production. At the peak of the 1971 harvest period, about 8,400 migrant and seasonal farmworkers worked in the county.

Wayne County borders on Lake Ontario in northwestern New York between Rochester and Syracuse. Data for 1970 indicated that 32 percent of all apple trees and 53 percent of all cherry trees in the State were in Wayne County. Mechanized harvesting of cherries increased from 30 percent in 1969 to 60 percent in 1971 and was expected to continue increasing. About 3,000 migrant and other seasonal farmworkers worked in the county during the 1971 harvest season.

Palm Beach County, in southern Florida, is bordered on the east by the Atlantic Ocean and on the west by Lake Okechobee. The county ranks first in the Nation in sugarcane production and third in vegetable production. During the 1971 peak harvest period, about 19,000 migrant and seasonal farmworkers worked in the county.

#### MANPOWER

No federally funded manpower training programs existed specifically for the estimated 30,000 migrant and other seasonal farmworkers living or working in the three counties. The manpower services of State labor offices in the three counties consisted primarily of referring agricultural workers to farm jobs.

In Berrien County, 42 farmworkers participated in several general training programs. The State Employment

Security Commission Office estimated that it placed 180 migrant and seasonal farmworkers in permanent nonfarm jobs during fiscal year 1971. These accomplishments do not seem significant considering that (1) about 8,400 farmworkers worked in the county in 1971, (2) increased mechanization in harvesting crops and reduced crop acreage had caused a surplus of farmworkers, and (3) mechanization was expected to expand. There were no plans to increase training or non-farm placement efforts for farmworkers.

The State Farm Labor Services Office in Wayne County was primarily involved in providing farm job placements. From January through October 1971, it placed 1,097 in farm jobs. It enrolled three farmworkers in nonfarm training. An OEO-funded migrant assistance project did not provide any job training; it reported 20 placements in nonfarm jobs, but project records showed that at least half of those placed were not migrants or seasonal farmworkers when they were placed.

In Palm Beach County, the State Employment Security Office had no special training programs for migrant and other seasonal farmworkers. Office officials, however, estimated that about 20 to 25 of these workers were enrolled in general vocational training courses during 1971.

The two rural manpower offices in Palm Beach County reported that from March through November 1971, they placed 188 workers in nonagricultural jobs. Documentation on 92 selected placements, however, showed that only 11 of the workers placed were listed as having previously been migrant or seasonal farmworkers.

An OEO-funded migrant assistance project reported that from June through November 1971, 56 nonfarm job placements had been made.

#### EDUCATION

In Berrien and Wayne Counties, the Office of Education funded both regular school year and summer programs for migrant students. Summer programs were emphasized because the number of migrants peaked during June through October in these two counties. Because the peak period for migrants in Palm Beach County was November through April, it offered only regular school year programs.



### Summer programs

About 900 students participated in the summer migrant education program in Berrien and Wayne Counties.

Of the two school districts offering special summer programs, only the school district in Wayne County administered objective standardized achievement tests to the migrant students in its programs; however, at the time of our fieldwork, local program officials had not analyzed and summarized the test results to measure the achievements of migrant students. We analyzed the 1971 summer pretest and posttest scores and found that the migrant students had gained an average of 2 months in their grade levels.

A youth program in Berrien County was designed to serve 14- to 21-year-old migrants in vocational education, remedial mathematics, and reading. The classes met three nights a week for 2 hours and average daily attendance was about 80.

### Regular school year programs

About 1,600 migrant students participated in migrant education programs in the three counties during the 1970-71 regular school year.

Available program results in two selected school districts, one in Berrien County and one in Palm Beach County, showed that first-grade migrant students averaged 2 to 3 months below grade level in vocabulary and comprehension. Students tested in the fifth grade averaged 2.6 years below grade level and significantly below nonmigrant students. The school district in Wayne County did not have comparable data for its regular school year program.

None of the school districts made special efforts to test migrant students during the regular school year. Students were tested only if they were enrolled at the school's normal testing dates. Since peak periods of harvesting during which migrant children were enrolled did not coincide with testing dates, only a few migrant students took the tests.

### Educational services limited

In Palm Beach County special migrant education programs were not available to all of the approximately 3,000 eligible



elementary children who lived in the county. Only about 630 elementary children were participating in such programs in the county during the 1970-71 school year. Although data was not readily available to determine why the remaining eligible children were not participating, we did note that 762 attended elementary schools which did not have special migrant education programs.

Berrien and Palm Beach Counties had special academic programs for migrant students in grades seven and above. The Palm Beach County program for migrant students in grades six through nine, however, served only 80 students, although there were over 300 eligible. Wayne County offered a creative arts program during the summer to migrant students 13 years old or older but offered no academic subjects for these students.

## HOUSING

There was a shortage of adequate farmworker housing in all three areas.

In Berrien County, information provided us showed that, during the peak period in June 1971, about 8,500 migrants could not find adequate housing. County health department and State Employment Commission personnel informed us that, because of the housing shortage during the 1971 harvest season, migrant families lived along riverbanks, in parking lots, and in unlicensed substandard labor camps.

The only FHA housing assistance in Berrien County was in the form of two loans in fiscal years 1969 and 1970 for labor camp shower facilities. Under a State assistance program, 36 growers in the county received a total of \$80,000 in fiscal year 1971 to renovate or construct new housing for farmworkers. State funds, however, were not available to meet all the growers' requests to participate in this program.

In Wayne County, local officials informed us, migrants had to live in shacks, unlicensed labor camps, and other types of undesirable housing. In 1970 many licensed camps were found to violate State health department codes. In 1971 the State issued 24 orders to cease violations and eight camp operators were arrested for violations.

A limited self-help housing program, jointly funded by FHA and OEO, was started in Wayne County in 1969. As of November 1971, eight families participated and constructed their own homes. However, seven participants did not meet OEO's eligibility criteria as they were not migrant or other seasonal farmworkers. We were told that migrant or seasonal farmworkers often cannot qualify for an FHA loan because of low or unstable income. In July 1972, OEO informed us that it had been decided to see<sup>l</sup> FHA grants and to discontinue OEO funding of technical assistance for the Wayne County program.

In May 1972, an OEO grantee in Wayne County applied to FHA for about \$3,000,000 for a 150-unit farm labor housing project under FHA's 90-percent-grant, 10-percent-loan program.

In Palm Beach County many migrant farmworkers were moving from grower-operated labor camps in rural areas to inadequate substandard housing in urban communities. We were told that the workers preferred not to live in grower-controlled housing so they could work for more than one grower.

As of December 1971, Palm Beach County had 1,937 public housing units--1,015 low-rent units funded by the Department of Housing and Urban Development and 922 funded before 1969 with FHA loans and grants. Farmworkers occupied 375 and 774 of these respective units, but these projects met only a small portion of total housing needs of migrant and other seasonal farmworkers and their families totaling about 31,000 in the county.

In November 1971, an OEO grantee applied to FHA for about \$2,000,000 for a 120-unit farm labor housing project under FHA's 90-percent-grant, 10-percent-loan program. According to the president of the sponsoring organization, as of August 1972 the project was being redesigned to meet certain FHA requirements and will then be resubmitted to FHA.

In February 1972, FHA received a preliminary application for a loan and grant totaling \$3 million to fund a 160-unit farm labor housing project sponsored by a local housing authority. According to an FHA official, the application has been placed in a hold status because funds for such projects are limited.

Twenty families received FHA loans and technical assistance from an OEO grantee to become permanent homeowners during the 17 months ended November 30, 1971. However, 15 of these families were not eligible for OEO assistance because either their incomes exceeded the OEO poverty guidelines or they were not employed in agriculture.

## HEALTH

The HEW migrant health programs in Wayne, Berrien, and Palm Beach Counties provided good episodic health services to migrant and other seasonal farmworkers in areas with limited medical resources. Continuity of health care and improved comprehensive health services, however, were needed. There were no recent studies to assess how effectively existing programs had met health needs of the target populations.

### Availability of facilities

The Berrien County Health Department operated two migrant health clinics for a tricounty area. One of these was in Berrien County.

Wayne County's migrant health program was part of the Wayne County Rural Comprehensive Health Program serving the county from one health center.

In Palm Beach County the migrant health program was integrated into the county health department's overall program to serve all medically indigent. The department operated six health centers, three of which served mostly agricultural migrants. In addition, two mobile health units made routine trips to various locations to serve this occupational group.

All three county health projects provided services at centers near the concentration of the agricultural worker population. Generally these health centers offered both day and evening services. The center in the western part of Palm Beach County operated only two evening clinics, one for family planning and one for pediatrics. According to the project director, the health department could not establish more evening clinics because it was difficult to obtain medical staff for this area. He told us that efforts were being made to obtain the services of a physician, a dentist, a public health nurse, and a dental assistant from the National Health Service Corps for the existing center.

### Comprehensive health care

The health projects in the three counties provided good emergency health services at scheduled clinics and through referrals to local private physicians and hospitals. Patients were treated for ailments, such as hypertension, ringworm, and diabetes. Also, many pregnancy cases were cared for.

Berrien County program officials endorsed comprehensive health care but could not provide it to migrant families during the harvest season because of their large patient load.

The health programs in Wayne and Palm Beach Counties attempted to provide comprehensive health care to migrants; they gave a patient an initial physical examination to determine his overall health needs and then followup health care. However, program staff explained that comprehensive health care could not always be provided because male patients often would not return to seek health care until they were incapacitated by an ailment. According to program officials in both Wayne and Palm Beach Counties, their efforts were limited by a shortage of available medical personnel.

### Continuity of health care

The health projects in the three counties attempted to provide continuity of medical care for migrants. They made or received a few referrals to or from health agencies in other areas, mostly for prenatal care, heart ailments, and followup for various other medical and dental problems.

The Wayne and Palm Beach Counties' health programs used a migrant health referral system developed by the Florida State Department of Health and the Planned Parenthood Federation of America for use in the Atlantic Coast States. However, county program officials told us the existing referral system was deficient because:

- It was directed only to the Atlantic coast area, there was no index of all migrant health projects in the United States, and the existing index, which includes only 11 States, had not been updated since 1968.

- Inadequate or inaccurate information on the movement of individual migrants limits the program's ability to complete referrals.
- Communication was lacking among health programs serving migrants.

The migrant health program in Berrien County had developed its own procedures, similar to those used in the other two counties, for referring migrant health cases. Health officials, however, had problems identifying local migrant health programs and providing staff time for this activity. A program official informed us that continuity of service could be improved by establishing uniform referral procedures to be used by all migrant health projects.

#### Assessment of needs

In Berrien and Wayne Counties, health needs of the migrants in these areas had not been assessed and the effectiveness of ongoing programs to meet these needs had not been determined.

A 1961 report on a public health project conducted among black migrant farmworkers in Palm Beach County identified nutritional problems and mouth, throat, and ear ailments as the greatest concerns. In December 1971, the Florida Division of Health was completing a study of the nutritional needs of the agricultural migrant in Palm Beach and another county, but no other migrant health problems were studied.

#### DAY CARE

OEO- and HEW-funded day-care centers for children of migrant and other seasonal farmworkers did not have the capacity to serve the eligible children in the three counties. During 1971, HEW funded four centers for \$169,000 and OEO funded one center at \$23,000. The children received instructional training, physical examinations, and daily breakfast, lunch, and snacks.

Wayne County had one day-care center funded by HEW which began operations in July 1971 and served 25 children. However, only 13 children were from eligible migrant and other seasonal farmworker families.

In Berrien County the one day-care center funded by HEW operated with an enrollment of 152 during the period June to August 1971. The licensed capacity of the center was 60, and although the average daily attendance was 58, attendance exceeded licensed capacity on 22 of the 45 days the center was open, and on 6 of the days, attendance reached 70 or above. Records for 22 families having 40 children enrolled in the center showed that all the families were migrant families.

There were three day-care centers in Palm Beach County, with a capacity of 139. One center's records of 24 families showed the center classified all but two as seasonal farm-worker families.



APPENDIX I

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

MAY 2 1972

Mr. A. T. Samuelson  
Director  
Civil Division  
United States General Accounting Office  
441 G Street, NW.  
Washington, D.C. 20548

Dear Mr. Samuelson:

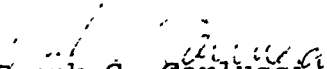
I am replying to your letter of March 23, 1972 to Mr. Shultz which enclosed a draft report on the Impact of Federal Programs to Improve the Living Conditions of Migrants and Other Seasonal Farm Workers. Chapter 2 of the Report recommends that the Office of Management and Budget create a migrant and other seasonal farm worker council to coordinate and establish overall policies and priorities for Federal programs in this area and assign Federal Regional Councils the responsibility to assist in coordinating these programs in the field.

As you may know, the President recently issued Executive Order 11647 (enclosed) which formalized the role and responsibilities of the Under Secretaries Group for Regional Operations and the Federal Regional Council system. The Executive Order also requires an active role for the Office of Management and Budget as chairing agency for the Under Secretaries Group as well as liaison responsibilities with each of the ten Regional Councils. At this point there is no formal coordinating group specifically assigned to migrant programs as such. However, a number of Federal Regional Councils and agency representatives here in Washington have been active over the past few years on migrant problems under the auspices of the Under Secretaries Group. In view of the specific recommendation in the draft report that a national coordinating council be established, we are working with the agencies involved to consider the adequacy of the present arrangement and what sort of interagency coordination may be necessary.

APPENDIX I

If you would like any additional information, please contact Mr. William H. Kolberg, Assistant Director for Program Coordination (395-5746).

Sincerely,

  
Frank C. Carlucci  
Associate Director

Enclosure

UNITED STATES DEPARTMENT OF AGRICULTURE  
FARMERS HOME ADMINISTRATION  
WASHINGTON D.C. 20250

OFFICE OF THE ADMINISTRATOR

JUN 20 1972

Mr. Richard J. Woods  
Assistant Director, Resources and  
Economic Development Division  
General Accounting Office  
Room 6639, South Agriculture Building  
Washington, D.C. 20250

Dear Mr. Woods:

We reviewed your draft report to the Congress entitled, "Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers," and suggest the following:

1. The report recommends that a Migrant and Other Seasonal Farmworker Council be created to coordinate and establish overall policies and priorities designed to accelerate beneficial results of the migrant and other seasonal farmworker programs. We support this recommendation. In our opinion, the following recommendations would increase the effectiveness of such a Council:
  - a. All of the Federal Departments and Agencies involved should be represented on the Council.
  - b. The Council should be authorized to make in-depth studies of the basic economic problems involved, particularly in the area providing housing to migrant workers.
  - c. The Council should also be authorized to make recommendations for legislative changes that may be needed.

[See GAO note, p. 103.]

## APPENDIX II

3. On page 10 the report recommends that the Farmers Home Administration assume a leadership role in providing housing for migrant and seasonal farmworkers. The Farmers Home Administration has adopted a new procedure of giving direct notice to the interested public of the programs offered by the agency. In the case of the Farm Labor Housing Program, the agency, on September 15, 1971, sent notices of changes liberalizing the terms of the program to some 250 organizations.

We will rely on this direct notice procedure to keep the public informed on the Farm Labor Housing Program.

4. In order to bring the total Farmers Home Administration farm labor housing into sharper focus, we recommend that the report include two statements substantially as follows:

Since the labor housing loan and grant programs started in 1962, loans and grants totaling \$31,200,000 have been advanced to finance housing for 4,700 families and 3,456 individuals.

As of May 1, 1972, the applications on hand for farm labor housing grants greatly exceeded the amount of funds available. The total amount authorized for fiscal 1972, including the \$2.9 million that was recently released by the Office of Management and Budget, was \$6.7 million. The Farmers Home Administration currently has 23 additional applications on hand for farm labor housing grants totaling about \$20 million. Several actions contributed to the sharp increase in applications. One was the recent changes in the legislation which broadened the farm labor housing authorizations to permit grants of up to 90 percent of total development cost and reduced the interest rate on loans to a maximum of 1 percent. In addition, the Farmers Home Administration notified about 300 organizations and individuals interested in farm labor housing and informed them of the broader opportunities for this type of assistance.

Because of the large number of requests for grant assistance it was necessary to discontinue development of additional dockets in January 1972.

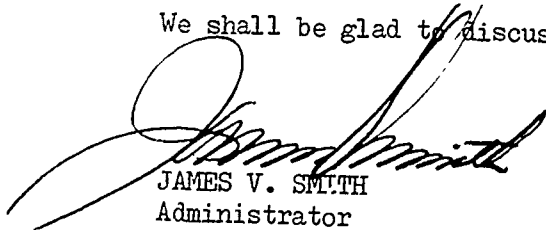
5. The current relationship between FHA and OEO, as stated in several places in the report, needs to be more clearly defined. Under its present method of operation, OEO provides self-help assistance primarily to families who are identified with agriculture. Since this limitation is not imposed on technical assistance grants for self-help advanced by

APPENDIX II

Farmers Home Administration, we have made grants to OEO-funded organizations with the understanding that Farmers Home Administration grant funds would be used largely to help families who could not qualify under the OEO limitations. This policy was adopted with the purpose of supplementing and not replacing current OEO funding.

[See GAO note.]

We shall be glad to discuss our comments with you.



JAMES V. SMITH  
Administrator

GAO note: Material deleted from this letter concerns matters included in the report draft which are not included in this final report.

APPENDIX III



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
WASHINGTON, D.C. 20201

OFFICE OF THE SECRETARY

JUL 26 1972

Mr. Henry Eschwege  
Director, Resources and  
Economic Development Division  
U.S. General Accounting Office  
Washington, D.C. 20548

Dear Mr. Eschwege:

The Secretary has asked that I reply to your letter dated March 22, 1972, pertaining to the General Accounting Office draft report to the Congress entitled "Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers". The enclosed comments set forth the actions planned on the matters discussed in the report and are the product of review by cognizant Departmental Agencies as well as the States concerned.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "James B. Cardwell".

James B. Cardwell  
Assistant Secretary, Comptroller

Enclosure

Department of Health, Education and Welfare Comments Pertinent to the Draft Report to the Congress of the United States by the United States General Accounting Office Entitled "Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers"

GAO RECOMMENDATION

HEW through the Office of Education should:

..implement the evaluation requirements of the Elementary and Secondary Education Act by developing an effective monitoring and evaluation system that will provide information on (1) the progress made by migrant education programs in improving the achievement level, attendance and the drop-out rate of migrant children, and (2) the best teaching methods, curricula, and educational materials that will meet their special educational needs;

..disseminate this information to States and school districts participating in migrant education programs; and

..inform all school districts of the Federal assistance for migrant programs and encourage the participation of schools with large numbers of migrant children.

Department Comment:

As discussed with GAO representatives, the Department, in particular the Office of Education (OE) fully concurs in the need for the actions called for by this recommendation and as stated below, has been carrying them out on a continuing basis with the exception of the last part of the recommendation, i.e. informing all school districts of the Federally assisted migrant programs.

Before discussing the actions we have taken or plan to take with respect to this recommendation, however, we would like to discuss the basis on which GAO predicated its first two parts, i.e. "...Federal program managers should closely monitor and evaluate the results being achieved, especially because migrant education programs had not increased the academic skills of migrant children to the level of other children".



### APPENDIX III

It is our opinion that the three conditions GAO noted among participating migratory children, that they (i) were below grade level in basic skills; (ii) had increased educational deficiencies at higher grade levels; and (iii) had higher in-grade retention rates, are typical not only of migratory children, but of non-migratory disadvantage children as well. We believe that the progress of such children must be evaluated in terms of improvement in educational performance. If comparisons are to be made, a more appropriate one, we think, would be between children enrolled in the migrant program and children from comparable socioeconomic backgrounds in the "regular" school programs. Much of the "lag" can be attributed to the fact that children in the migrant program receive about seven months of schooling as contrasted to the norm of nine months.

Thus, considering the significant educational deprivation often associated with low-income families, which is further affected by a pattern of migration, we believe it is remarkable that the achievement lag is as small as the report indicates.

As mentioned previously, we concur that evaluative reports should be submitted to OE for analysis, action and dissemination of information obtained to interested State and local educational agencies. Our regulations require such reports and they have been submitted on a regular basis. We agree, however, that these reports often lack hard, quantitative data about the performance of migrant children. Further, we agree that the present level of implementation of the evaluation requirement is not satisfactory. The Office of Education is working with our Office of Program Planning and Evaluation to seek ways of improving the implementation of this evaluation requirement. With respect to the quality of the reports themselves, there is a distinct problem in obtaining data on short-term gains achieved by the migrant program. At present, uniform testing procedures that may be validly applied to the relatively short-term supplementary migrant education programs are not available. To resolve this problem, a committee consisting of eight State migrant coordinators is exploring the use of various means of testing such gains, with OE staff.

Long range plans to improve the quality of migrant programs were formulated during a May 1972 conference of State migrant coordinators, sponsored by OE. It was agreed at the conference that resource centers should be established on an interstate basis, to identify those programs which are successful and to disseminate information on effective practices. An important goal for the centers will be the development of uniform curricula, techniques and methods for use by State educational agencies in school districts serving the major migrant streams.

The efforts of these regional centers (which will be funded from program funds committed by participating States) will supplement the information clearinghouse activities which have already distributed thousands of Federal, State and local agency documents on compensatory programs for migratory children. The OE Division of Compensatory Education will also serve as a national clearinghouse for the regional centers.

### APPENDIX III

We concur with certain reservations in the last part of the GAO recommendation, i.e., that we "...inform all school districts of the Federal assistance for migrant programs and encourage the participation of schools with large numbers of migrant children". For the most part, non-participation of some school districts in the program does not result from the district not being aware of the availability of program funds. Rather it results from a deliberate choice of State agencies to concentrate available funds in the most needy areas. To improve the ability of States to make the necessary decisions as to the location and scope of programs, however, OE, during fiscal year 1973, will require each State applicant to have a uniform instrument for identifying eligible children to be applied throughout the State. Further, the State agency will be required to retain the complete documentation they used to support the assignment of program funds to specific school districts and regional centers. This procedure we feel will ensure that due consideration is given to offering programs in all districts having significant populations of eligible children.

#### GAO RECOMMENDATION

HEW through the Health Services and Mental Health Administration, (HSMHA) should (1) assist the health projects for migrant and other seasonal farmworkers in developing comprehensive family health care, and (2) provide continuity of health care to migrants and their families when they move from a community.

#### Department Comment

We concur in this recommendation.

With respect to part (1) of the recommendation, HSMHA has taken or is in the process of taking several steps to improve the health care given to migrant and other seasonal farmworkers. We have developed regulations that prescribe a minimum scope of ambulatory services which must be made available to migrant and other seasonal farmworkers. These services will include but will not be limited to: (1) ambulatory patient diagnosis, treatment and follow-up care for acute and chronic conditions; (2) preventive, maternal, child health, and family planning services; (3) emergency medical and dental care; (4) diagnostic, preventive, and basic restorative dental care. The regulations also provide for (1) referral of complex, difficult or unusual cases and adequate follow-up to insure continuity of care; (2) hospitalization of patients and hospital staff privileges for project physicians and (3) transportation, if required, for patient care.

To further the coordination among the several HSMHA components which have projects serving migrants, a HSMHA Coordinating Committee on Migrant Health has been established. Another body working to increase the scope

### APPENDIX III

of services available to migrants is the National Migrant Health Advisory Committee of HSMHA. This committee has, as one of its functions, the responsibility of insuring that there is adequate consumer participation in the development of migrant health policies. Through this mechanism, there will be two-way communication as to the nature and scope of health needs of migrants and the kinds of services which will have to be provided in order to meet these needs.

A newly-established program within HSMHA, the National Health Service Corps, may also have an impact on the health care available to migrant workers and their families. The purpose of this program is to provide medical personnel in shortage areas, particularly in rural areas. The program may be able to help alleviate, through the assignment of physicians, the kind of shortage of medical personnel noted in the report.

Concerning part (2) of the recommendation, we recognize that its implementation will be very difficult because the current health care provider project is not always knowledgeable of the next geographic area in which the migrant plans to work. This precludes the automatic forwarding of health records. Also, the subsequent health care provider project may not be able to identify all of the previous health care centers which have rendered service to a migrant and his family.

We are exploring the feasibility of establishing a central medical information retrieval system. This could be modeled after, and may even be linked to, the existing Office of Education educational data bank which is located in Little Rock, Arkansas. This data bank provides for the continuity of educational records for the children of migrant workers. We will continue our efforts to find a satisfactory solution to this problem.

#### GAO RECOMMENDATION

HEW, through the Office of Child Development, (and OEO), should ensure that day-care centers effectively serve the needs of migrant and other seasonal farmworker children, are fully utilized by the families of these children, and serve only eligible participants.

#### Department Comment

We concur.

The Office of Child Development (OCD) is committed, during the current fiscal year, to increasing the number of migrant children reached by Head Start programs and to improving the effectiveness of such programs. This represents a continuation of past efforts, which in recent years have resulted in a marked increase in service to migrants.

APPENDIX III

The recognition of migrant children as a priority service group is based on (i) the exceptional need of these children both for the comprehensive developmental services offered by Head Start and their unique need for day care services during the migrant work season and (ii) the fact that on an equity basis the migrant group does not appear to be receiving a fair share of Head Start resources due to the difficulties local programs have in effectively reaching migrant children.

The OCD commitment to migrant children will be effected through (1) increased funding to the IMPD to allow the implementation of new programs designed specifically for migrants and/or the expansion of on-going Indian and Migrant Program Division, (IMPD) programs; (2) the provision of resources and support to enable Regionally funded programs to more effectively reach migrant children; and (3) insuring a more effective delivery of OCD resources through improved coordination between Regional offices and IMPD and a clearer definition of respective roles and responsibilities.

Other - Suggested corrections and grantee comments

Wayne County (New York) Migrant Health Project Comment:

[See GAO note.]

This grantee strongly supports the GAO recommendation on page 31 that HSMHA assist grantees in developing comprehensive health care programs, and continuity of health care for migrants when they migrate between communities. This grantee also supports the concept mentioned on page 101 that projects should undertake evaluation studies of their current programs and that financial support be granted to undertake such activities.

[See GAO note.]

GAO note: Material deleted from this letter concerns matters in the report draft which have been revised in the final report.

APPENDIX IV

U.S. DEPARTMENT OF LABOR  
OFFICE OF THE ASSISTANT SECRETARY  
WASHINGTON, D.C. 20210



JUN 16 1972

Mr. Henry Eschwege  
Associate Director  
Civil Division  
United States General  
Accounting Office  
Washington, D. C. 20548

Dear Mr. Eschwege:

We have reviewed the General Accounting Office Draft report entitled "Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers." Our replies are restricted to recommendations pertaining to the Department of Labor.

1. We recommend that the Secretary of Labor, working in cooperation with the Director of OEO, develop long-term plans to counteract the effects of technological advances in agriculture that displaced migrant and other seasonal farm workers, and increase efforts to tra'n such farm workers for non-agricultural employment through existing manpower programs.

The Department of Labor's Rural Manpower Service (RMS) is charged with improving the quality and quantity of manpower services provided to residents of rural areas of the United States. The objective of all RMS activity is to achieve on behalf of rural residents an "equity of access" to manpower services. Advances in technology and mechanization in agriculture and related areas have rapidly curtailed job opportunities, especially at the entry level. The magnitude of the challenge of providing equitable services to rural America is evident by the vast area and population which must be served. Recognizing the imbalance of services available to rural residents, the RMS is working through a number of programs to overcome past inadequacies. Primary emphasis is given to placements of rural residents in suitable, permanent jobs, and to the provision of special assistance and supportive services to rural applicants. Programs emphasized by RMS fall into three categories: 1) Exploratory Pilot programs, 2) On-going manpower delivery programs, and 3) Cooperative programs, within the Department of Labor. (Current Report attached.)

2. There is a need to develop an overall plan and a common direction among Federal agencies operating programs for the benefit of migrant and other seasonal farm workers. The body would be created by the Office of Management and Budget.



## APPENDIX IV

Your report points out two major problems:

- 1) Federal funding and programming has had a minimal impact on migrants.
- 2) Overall planning and common direction of effort is needed among the Federal agencies operating these programs.

The solution proposed for both of these problems is to create a migrant and other seasonal farm worker council to coordinate and establish overall policies under the auspices of the Office of Management and Budget.

We concur with the recommendations to establish a migrant council, with the following suggestions:

- A. The Council should be formulated with a specific task orientation to include:
  - 1) Development of an integrated strategy for impacting migrant problems.
  - 2) The evaluation and review of agency efforts to implement submitted recommendations to improve the services provided.

3. In view of the need for retraining displaced farm workers due to the continuing decline in the demand for their services, GAO believes that Labor should provide leadership in planning, instructing and coordinating training programs for migrant and other seasonal farm workers.

The Department in recent testimony before a congressional committee outlined two major undertakings which are designed to improve the lot of migrant and other farm workers:

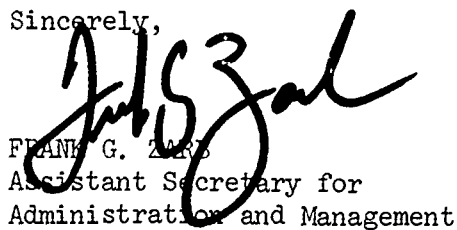
- 1) The National Migrant Worker program, presently being implemented, represents an investment of some \$20,000,000 in services designed particularly to assist migrant farm workers in acquiring the skills and opportunity needed to progress toward more stable rewarding employment. This is a manpower training program endeavoring to deliver the full extent of necessary supportive services to migrants, both as they move from State to State during the harvest season, and when they return to their home base after the harvests are over. The program will facilitate the successful transition of enrollees and their families from the isolated, unstable, debilitating existence as migrants, to a more stable, rewarding life.

APPENDIX IV

- 2) In response to a complaint filed with the Secretary of Labor by the Migrant Legal Action Program alleging discriminatory practice by the Rural Manpower Service, the Manpower Administration's Special Review Staff conducted an investigation of the charges. (Report attached) As a result of their investigation, the Secretary of Labor outlined a thirteen point effort to correct the deficiencies. (Report attached) These actions are now being implemented.

We appreciate the opportunity to review and comment on this draft report.

Sincerely,



FRANK G. ZALES  
Assistant Secretary for  
Administration and Management

Attachments

GAO note: The attachments to the Assistant Secretary's letter have been considered in the preparation of the final report but have not been included here.



APPENDIX A

OFFICE OF ECONOMIC  
**OPPORTUNITY**

EXECUTIVE OFFICE OF THE PRESIDENT  
WASHINGTON, D.C. 20506

JUL 25 1972

Mr. Morton E. Henig  
Acting Associate Director, Manpower and  
Welfare Division  
General Accounting Office  
416 G Street, Northwest  
Washington, D. C. 20548

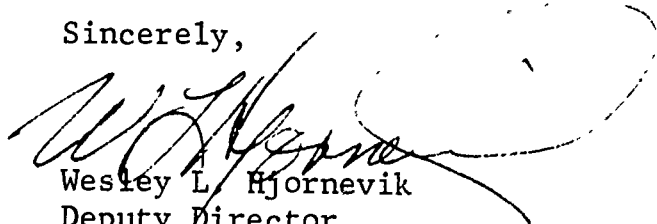
Dear Mr. Henig:

The Office of Economic Opportunity is transmitting with this letter its response to the draft report of the General Accounting Office on the "Impact of Federal Programs to Improve the Living Conditions of Migrant and Other Seasonal Farmworkers." This was forwarded with the letter from Mr. Henry Eschwege, Associate Director, on March 22.

Comments were solicited from all OEO-funded programs and from the county commissioners in those areas examined by GAO. Our response incorporates the recommendations and comments of OEO-funded organizations examined by the General Accounting Office.

OEO has found that the draft report has enhanced its understanding of the total impact of federal programs on the target population, and strengthened its resolve to develop better coordination among the federal agencies at the Washington level, so that the most effective use can be made of the funds allotted us.

Sincerely,



Wesley L. Hjernevik  
Deputy Director

Enclosure

APPENDIX V

ENCLOSURE

RESPONSE BY THE OFFICE OF ECONOMIC OPPORTUNITY TO THE  
GENERAL ACCOUNTING OFFICE DRAFT REPORT ENTITLED THE "IMPACT  
OF FEDERAL PROGRAMS TO IMPROVE THE LIVING CONDITIONS OF MIGRANT  
AND OTHER SEASONAL FARMWORKERS"

OEO's comments on the draft report will be divided into two sections: the first responding to the recommendations outlined in Chapter 2 as they refer to this office; and the second elaborating in greater detail on the reasons for OEO's response, giving additional information where specific findings could be misinterpreted without some clarification.

SECTION I - OEO RESPONSE TO GAO RECOMMENDATIONS

A. Manpower - GAO Recommendation:

"That the Secretary of Labor, working in cooperation with the Director, OEO:

- develop long-term plans to counteract the effects of technological advances in agriculture that displace migrant and other seasonal farmworkers and
- increase efforts to train such farmworkers for non-agricultural employment through existing manpower programs."

OEO Response:

This office endorses the GAO's recommendation. While coordination between the Department of Labor and OEO has increased, this office agrees that joint long-range planning in manpower is essential if the society is to effectively counteract the displacement of farmworkers by mechanization.

B. Housing

[See GAO note 1, p. 122.]

[See GAO note 1, p. 122.]

1. Farm Labor Housing:

[See GAO note 1, p. 122.]

The efforts of the Utah Migrant Council and the Associated City-County Development Corporation of Hidalgo County, Texas, both OEO-funded organizations, resulted in FmHA approval of three farm labor housing grants this fiscal year. Three other OEO groups, the Utah Migrant Council, CASH Incorporated of Wayne County New York, and the United Farmworkers Incorporated of Florida have sponsored applications for about \$10 million in labor housing which are now pending. Eight other applications for farm labor housing are being prepared by Title III-B grantees. They are Self-Help Enterprises of California, United Migrant Opportunity Services of Wisconsin, Reach, Inc. of New York, Northwest Rural Opportunities of Washington State, the Valley Migrant League of Oregon, the Colorado Migrant Council, the Migrant Opportunity Program of Arizona and CASAS, Inc. of Ohio.

With the Office of Management and Budget's recent unfreezing of \$2.9 million in funds provided in Section 516 of the Housing Act of 1949, the FmHA had a total of \$6.7 million in grant funds for FY 72 and requested another \$2.5 million in FY 73. The applications pending for these funds already total over \$18.0 million and a growing number of proposals now under preparation by OEO grantees and others would more than double the total of requested funding.

2. Temporary Housing:

This office will continue to provide temporary housing to migrant farmworkers, but does not plan to significantly increase its effort.

[See GAO note 1, p. 122.]

The temporary housing program reviewed in Kern County [See GAO note 1, p. 122.] entails OEO funding of operational costs in addition to construction costs. As more units are constructed, more funds from the total budget are needed for operational costs. OEO calculates that sponsorship of a national impact temporary housing program would require that OEO not only reallocate all its housing

## APPENDIX V

resources but also divert increasing amounts of non-housing funds currently employed to support activities to aid Migrants and Seasonal Farmworkers in their efforts to leave the migrant stream and become permanent "settled" citizens.

The temporary housing program has a higher per unit cost to OEO than its self-help housing effort which produces permanent homes. (See Section II of these comments for details.) Self-Help housing also results in lasting benefits to the farmworkers. They earn an equity of about \$2,500 to \$3,000 in their own homes and for many the construction skills learned have provided a way out of seasonal farmwork and poverty.

Temporary housing, on the other hand, has meager ancillary benefits. It eases somewhat the burden of migrancy but it does not deal with the farmworkers' root problems. It does not improve his financial position in society, nor upgrade his job skills, nor better his children's prospects for a good life. When the farmworker leaves his temporary unit after a few weeks or months to resume his migrant trek he really is no closer to attaining a decent life than when he left his home base area.

OEO also agrees with the point made by farmworker organizations that the growers have a responsibility to improve their migrant housing and help meet the problem. This office therefore believes that while both additional temporary and permanent housing are required, a reduction or elimination of self-help housing or other programs to shift resources to meet the migrants' temporary housing needs would not be justified.

### 3. Self-Help Housing:

OEO is reviewing its strategy on self-help housing programs, and may reduce funding in this category as self-help technical assistance of the Farmers Home Administration increase. [See GAO note 1, p. 122.]

OEO's evolving housing strategy starts with the realization that OEO will disburse about \$3.0 million in FY 72 in funds authorized under Title III-B of the Economic Opportunity Act to farmworker grantees whose principal activity is self-help housing; the total technical assistance funds available to FmHA for the same periods are \$2.0 million and people with higher incomes than those OEO serves are also eligible for these funds.

Furthermore, the Farmers Home Administration's legislative mandate does not require it to serve only farmworkers; indeed at least one current FmHA technical assistance grant to a Title III-B funded grantee requires that 50% of the families served be non-farmworkers. [See GAO note 1, p. 122.]

APPENDIX V

[See GAO note 1, p. 122.]

[See GAO note 1, p. 122.]

In his statement of August 11, 1969, President Nixon made it clear that OEO should be free to take creative risks in carrying out its mission of finding new and improved means for combatting poverty. On the other hand, Farmers Home Administration assesses state FmHA performance by their loan delinquency rate, a practice which discourages risk taking. As a result, self-help housing agencies serving farmworkers have constantly reported difficulties in obtaining loans for farmworkers under Section 502 of the Federal Housing Act. FmHA county supervisors, under pressure to avoid making "bad" loans, often see the poverty level farmworker, with his unstable earned income as a poor loan risk. OEO funded farmworker agencies are exerting their influence on FmHA (and other institutions) to meet the farmworkers' housing needs. Without this OEO financial support, these housing agencies' freedom of action, and ability to act as an advocate of the farmworker would be impaired. In view of this, OEO feels compelled to continue its efforts through its self-help housing grants.

[See GAO note 1, p. 122.]

In addition, OEO is encouraging all of its farmworker housing grantees to seek FmHA technical assistance funds to increase service to OEO eligible farmworkers as well as to bring housing to other farmworkers who fail to meet the strict Title III-B eligibility standards. Four title III-B grantees (The Alabama Farmworkers Council, The Rural California Housing Corporation, Self-Help Enterprises and the Valley Migrant League) have received \$1.1 million in FmHA technical assistance grants. Grant applications are pending from the Idaho Migrant Council, Northwest

## APPENDIX V

Rural Opportunities, Southwest Florida Self-Help Housing, and the Southeast Wisconsin Housing Development Corporation. Six other grantees are developing self-help applications.

### C. Day Care - GAO Recommendation:

"We recommend that the Secretary, HEW, and the Director, OEO, ensure that day-care centers effectively serve the needs of migrant and seasonal farmworker families, that they are fully utilized and that they serve only eligible participants. We also recommend that consideration be given to the need for day care centers to serve the large numbers of migrant and other seasonal farmworker families in the six areas, especially Hidalgo County where such centers were not operating."

### OEO Response:

The implementation of GAO's recommendation for additional day care centers would require a considerable increase in the funds OEO allocated to migrant day care since the number of farmworker children qualifying for day care already far exceeds the total capacity of operating centers. OEO does not have the funds and therefore, unfortunately, cannot expand its day care programs as recommended by GAO. This office will continue to recommend that HEW assign a higher priority to migrant day care so that more farmworkers may be served.

The draft report's statement that there are no day care centers for farmworker children in Hidalgo County while technically correct may be somewhat misleading. The Associated City-County Economic Development Corporation of Hidalgo County, while not receiving Title III-B or other categorical funds expressly for farmworker day care, is funded by the Office of Child Development, HEW, Dallas, Texas to run a day care program for poor children. A grant of \$797,000 enables the grantee to operate a bilingual day care program for just over 1,000 children which is carried out in 14 full-time and three part-time centers. While the grantee does not maintain statistics on the number of farmworker children enrolled, it estimates that perhaps 70% are farmworker children. Nevertheless, OEO will approach HEW and recommend they both survey the farmworker community in Hidalgo County to assess the extent of the need for additional day care facilities. OEO also will field check the accuracy of the grantee's estimate of the number of farmworkers served by the current non-categorical program.

The draft report also found that some centers in the Yakima Valley and in Kern County were operating at between 60% and 80% of licensed capacity in the most recent monthly report. The situation has improved in both areas. In Kern County, since the GAO visit, the day care grantee has obtained GSA vehicles for transporting children to each center and the average daily attendance has increased to 83% of capacity in the months of February and March of 1972.

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In the Yakima Valley, the average daily attendance has increased to 87% of capacity in the most recent monthly report. (All day care centers in Kern County and the Yakima Valley report full enrollment even though average daily attendance figures indicate use of less than 100% capacity.)

It is important to realize that this does not mean that 17% and 13% of total capacity is not used each day. Many farmworker parents withhold their children from the day care centers when inclement weather or other factors prevent them from obtaining field work. This means that centers operate at capacity, or near capacity most of the time when field employment is available. Attendance drops sharply, however, when there is no work for parents. It is not possible, therefore, to increase day care center enrollment.

The OEO-funded day care centers in the Yakima Valley now begin operating at 4:30 a.m. and 5:00 a.m. daily. The hours of operation are established by farmworker advisory councils at each center and are altered to suit the varying needs caused by the farmworker's seasonal schedules.

### SECTION II - GENERAL AND SUPPLEMENTAL OEO COMMENTS

#### A. General OEO Comments

The tenor of the GAO report is that Federal programs to aid farmworkers have had a limited impact. OEO suggests that the GAO make clear in its final report that a basic reason for this is the amount of funds which can reasonably be made available in relation to the size of the target population and the magnitude of their problem. The Administration has increased the funding of programs to serve this population and we expect larger amounts to be made available in the future. However, a lack of funds will almost certainly continue to be a limiting factor in meeting the needs of migrants and seasonal farmworkers.

[See GAO note 2, p. 122.]

the target population is about five million persons. It is hardly surprising, therefore, that the \$127 million federal expenditure, which totals \$25 per capita, did not have a substantial impact on the farmworker problem. Unlike other workers, farmworkers have frequently been excluded from the benefits of much social legislation, and unlike the urban poor, they frequently have not been covered by the benefits of social programs administered by state and local governments.



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### B. Coordination of Federal Programs

The draft report in several sections expresses the need for improved coordination of Federal programs as well as making some specific recommendations to OMB in that regard.

Although OEO serves both migrants and seasonal farmworkers without discrimination between them, not all federal agencies have the same guidelines, and consequently, we feel that coordination efforts might well begin with common definitions among those agencies.

### C. Temporary and Self-Help Housing

Since the GAO examined both of OEO's only temporary housing grantees (the Department of Human Resources Development of the State of California (HRD), and its largest self-help housing grantee, Self-Help Enterprises, Inc. (SHE) of Visalia, California) in the course of its study of Kern County, and based its general housing recommendation partly on that review, it would be useful to focus in greater detail on those two agencies, their respective programs, and the comparative costs. (Note that the Kern County operation of HRD and SHE reviewed by the GAO represents only four and eight percent, respectively, of the two grantees' total OEO-funded housing program.)

In the HRD/OEO temporary housing program, projects are initiated upon the requests of county governments followed by a state survey to confirm the need. There has been a dramatic decline in the number of county governments requesting that the state construct new camps. This year only two new projects were requested and the state survey failed to confirm sufficient need in one of the requesting counties. Since county governments contribute the land, the costs of program expansion would be prohibitive without their participation.

One of the new projects under construction is in Kern County, and will double the number of units available there, alleviating to some degree the serious shortage of temporary housing observed there in the GAO report. Elsewhere, however, the number of farmworker applications for entrance to temporary units have declined steadily although the demand for housing still exceeds the supply. Officials explaining the drop in county requests for new units point to the rapid mechanization of California agriculture and to the possibility that the supply of temporary housing will in a few years be more nearly adequate to meet a reduced demand. OEO believes that the temporary housing crisis, while still acute, is less critical than in the past.

Since May 1965, OEO has provided over \$11.0 million to the State of California to build and operate 25 temporary housing projects in 16 agricultural areas with an approximate capacity of 2,500 units. Other

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Federal funds, principally on a shared cost basis with the State of California in day care, raise the total Federal cost to \$19.7 million. This year OEO provided \$1.7 million for the operation of the existing units and the construction of 200 units more. The units are operated six months per year.

Since May 1967, OEO has provided about \$4.5 million to Self-Help Enterprises which has been principally used to provide technical assistance to self-help farmworker groups which have built over 1,000 permanent homes. An annual grant of \$950,000 will result in the construction of about 150 additional homes with housing loans from Section 502 of the Federal Housing Act. (In addition, the OEO grant support SHE's program development activities which include preparation of proposals to FmHA for farm labor housing and technical assistance grants, as well as furnishing some administrative support for a farmworker run cabinet shop, a modular housing factory, and the FmHA technical assistance self-help grants.)

After a review of the benefits and costs of the two type programs, OEO decided to continue to fund HRD to construct new temporary units but does not plan a significant increase since it could be accomplished only by reducing efforts to meet the seasonal farmworkers' need for permanent housing.

### Eligibility of Program Participants

The GAO draft report disclosed eligibility problems in several areas, particularly in Self-Help Housing where it found that about 40% of those served were ineligible. On page two of these comments under housing recommendation, this Office points out two things that it has done to correct the situation.

It is important to record that the principal cause of ineligibility of participants was their failure to meet the OEO definition of seasonal farmworker [See GAO note 3, p. 122.]

OEO, in November of 1971, after the GAO study, changed its definition of seasonal farmworker

[See GAO note 3, p. 122.]

The fundamental reason for the growing inappropriateness of the old OEO standard for seasonal farmworkers was the trend toward farm consolidation and the growth of agri-business (noted on page 36 of the GAO draft report). The vast holdings of farm corporations often meant that seasonals, and even some migrants, worked for the same corporation although often on different farms and were technically ineligible for Title III-B aid.

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[See GAO note 3.]

This office is reviewing its housing strategy and is examining the participant eligibility of all such grantees, phasing out its funding where the target population of OEO eligible farmworkers is too small.

In addition, the office has prepared and made available to all grantees standardized application forms which should eliminate acceptance of ineligible participants through inadvertence. This office now undertakes an annual evaluation of all grantees which includes a close examination of participant eligibility, and follow-up procedures have been instituted to insure grantee compliance with OEO eligibility guidelines.

### GAO notes:

1. Material deleted from this letter pertains to matters contained in the draft report but deleted from the final report.
2. Material deleted pertains to specific comments considered in the preparation of the final report but not included here.
3. Material deleted from this letter concerns matters included in the report draft which have been revised in the final report.

## APPENDIX VI

PRINCIPAL FEDERAL OFFICIALS  
RESPONSIBLE FOR THE ADMINISTRATION OF  
ACTIVITIES DISCUSSED IN THIS REPORT

<u>Tenure of office</u>	
<u>From</u>	<u>To</u>

DEPARTMENT OF AGRICULTURE

## SECRETARY OF AGRICULTURE:

Earl L. Butz	Dec. 1971	Present
Clifford M. Hardin	Jan. 1969	Nov. 1971

ADMINISTRATOR, FARMERS HOME  
ADMINISTRATION:

James V. Smith	Jan. 1969	Present
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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

SECRETARY OF HEALTH, EDUCATION,  
AND WELFARE:

Elliot L. Richardson	June 1970	Present
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ASSISTANT SECRETARY FOR  
HEALTH AND SCIENTIFIC AFFAIRS:

Merlin K. DuVal	July 1971	Present
Roger O. Egeberg	July 1969	July 1971

ADMINISTRATOR, HEALTH SERVICES AND  
MENTAL HEALTH ADMINISTRATION:

Vernon E. Wilson	May 1969	July 1971
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## COMMISSIONER, OFFICE OF EDUCATION:

Sidney Marland, Jr.	Dec. 1970	Present
Terrel H. Bell (acting)	June 1970	Dec. 1970

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Tenure of office  
From                      To

DEPARTMENT OF LABOR

SECRETARY OF LABOR:

James D. Hodgson	July 1970	Present
George P. Shultz	Jan. 1969	June 1970

ASSISTANT SECRETARY FOR MANPOWER:

Malcolm R. Lovell	July 1970	Present
Arnold R. Weber	Feb. 1969	July 1970

DIRECTOR, RURAL MANPOWER SERVICE

(note a):

Daniel W. Sturt	Aug. 1970	Present
Jack S. Donnachie (acting)	June 1970	Aug. 1970

OFFICE OF ECONOMIC OPPORTUNITY

DIRECTOR:

Phillip V. Sanchez	Sept. 1971	Present
Frank C. Carlucci	Dec. 1970	Sept. 1971
Donald Rumsfeld	May 1969	Dec. 1970

ASSISTANT DIRECTOR FOR OPERATIONS:

Roy E. Batchelor	Nov. 1971	Present
H. Rodger Betts (acting)	Sept. 1971	Nov. 1971
Phillip V. Sanchez	Feb. 1971	Sept. 1971
Donald I. Wortman (acting)	Dec. 1970	Feb. 1971
Frank C. Carlucci	Dec. 1969	Dec. 1970

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Prior to July 1971, the Service was called the Farm Labor and Rural Manpower Service.