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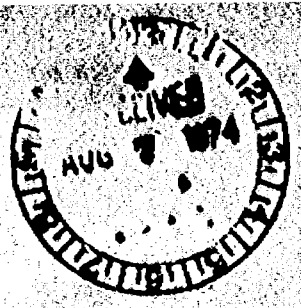
## ABSTRACT

Volume III of the evaluation report contains back-up material to assess State administration of programs and projects covering Elementary and Secondary Education Act Title I programs for migrant children in the 10 sample States. This volume gives: role definitions for Federal, State, and local level units according to a complex set of interrelating management functions; description of management practices according to role definitions; comparison of State budgets and actual expenditures; description of noteworthy management practices being implemented and those still being developed; program coordination activities being implemented in order to meet the comprehensive needs of the migrant child; assessment of the Migrant Student Record Transfer System and of pre-service and in-service training used to prepare the teaching staff for working with migrant children; and a discussion of the major issues resulting from the implementation of PL 89-750. (NQ)

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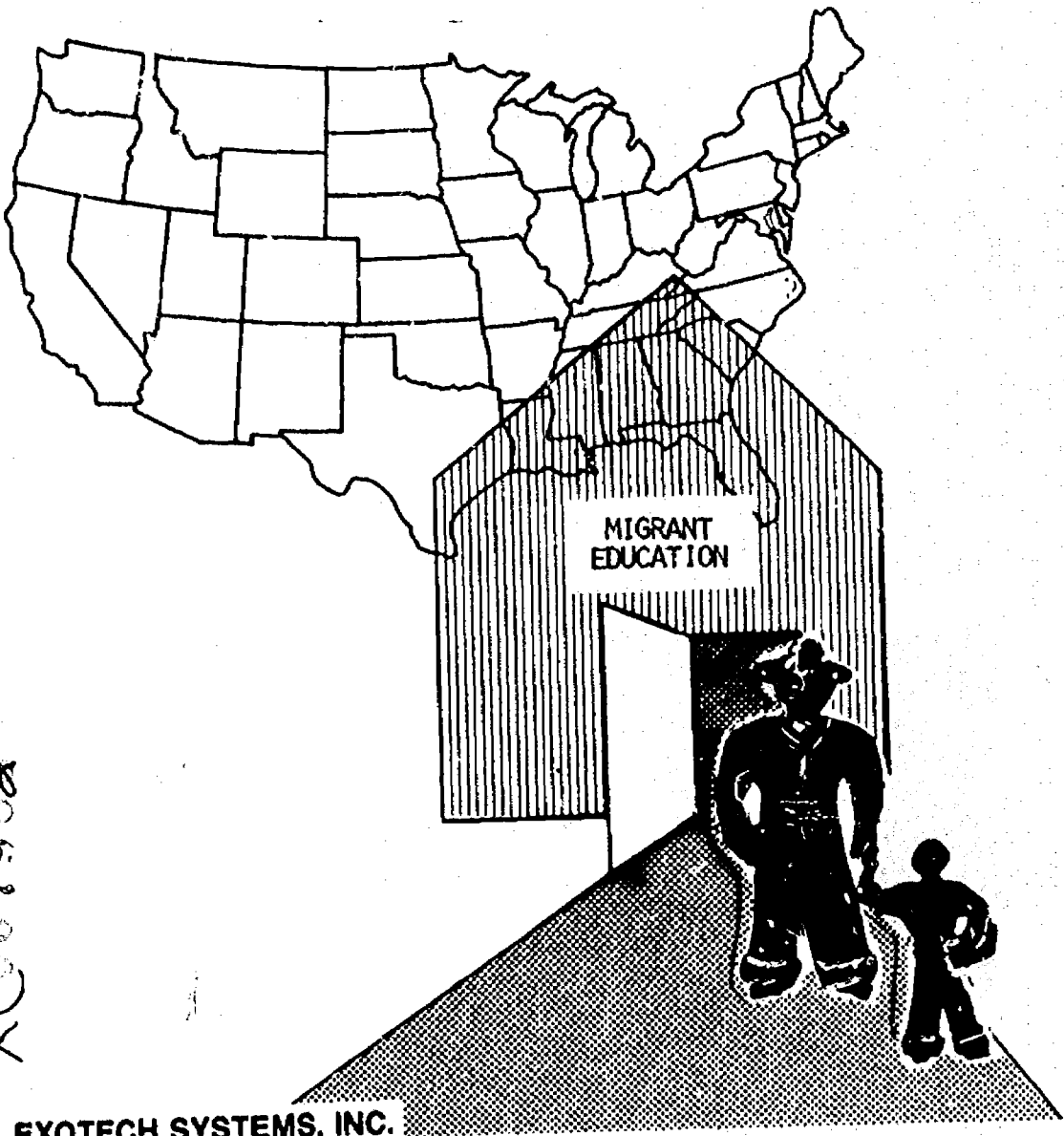


EVALUATION OF THE IMPACT OF  
ESEA TITLE I PROGRAMS FOR  
MIGRANT CHILDREN OF MIGRANT  
AGRICULTURAL WORKERS

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VOLUME III

STATE ASSESSMENT



RC007982

EXOTECH SYSTEMS, INC.





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EVALUATION OF THE IMPACT OF ESEA TITLE I PROGRAMS  
FOR MIGRANT CHILDREN OF MIGRANT AGRICULTURAL WORKERS

FINAL REPORT


Prepared for  
Office of Planning, Budgeting and Evaluation  
Office of Education  
Washington, D.C. 20202

Under  
Contract No. OEC-0-73-0884

January 25, 1974

The research reported herein was performed pursuant to a contract with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

by  
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GENERAL OUTLINE

VOLUMES I, II, III AND IV

VOLUME I — EXECUTIVE SUMMARY, SUMMARY OF FINDINGS, AND RECOMMENDATIONS

VOLUME II — IMPACT ANALYSIS

- CHAPTER I - Purpose and Methodology
- CHAPTER II - Impact of the Migrant Education Program on Migrant Students
- CHAPTER III - Services Provided to Migrant Students by the Migrant Education Program
- CHAPTER IV - Paraprofessional Program Aides
- CHAPTER V - Home-School Relationships
- CHAPTER VI - Advisory Councils
- CHAPTER VII - Staff Attitudes
- CHAPTER VIII - Parental Attitudes

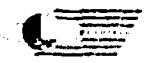
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- CHAPTER IX - Role Definitions for Management Functions
- CHAPTER X - Sample State Management Practices
- CHAPTER XI - Noteworthy State Management Practices
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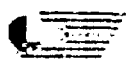
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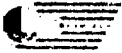
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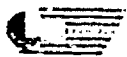
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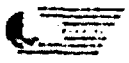
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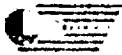


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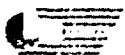




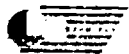
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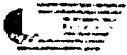
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## CHAPTER IX

### ROLE DEFINITIONS FOR MANAGEMENT FUNCTIONS

This chapter presents role definitions for federal, state, and local level units according to a complex set of interrelating management functions. A discussion of the need to shift current role emphases, exchange information, and coordinate with other agencies and migrant education programs, both within and across each level and for each of the functions, precedes presentation of the role definitions themselves. The need for a Management Information System through expansion of the MSRTS is described. For each of the seven management functions, the rationale for significant departures from current practices follows presentation of federal, state, and local level role definitions.

#### MANAGEMENT FUNCTIONS

The management process of the Title I Migrant Education (PL 89-750) program comprises a complex set of interrelating functions. These functions include:

- Identification and recruitment of eligible children.
- Assessment of needs of migrant children for special educational and supportive services.
- Project design to meet the special needs of participating children.
- Allocation and delivery of funds to appropriate service areas.
- Project implementation and monitoring.
- Evaluation of project effectiveness.

- Revision of project treatments and formulation of future plans which reflect projected changes in the size, composition, and mobility of the target population.

In order to maintain primary focus on the target population and eliminate needless duplication of effort and paperwork, management must include at all levels (federal, state, and local) and for each of the management functions:

- Clearly stated role definitions.
- An exchange of information.
- Coordination with other agents serving migrants.

### Changing Role Emphasis

The survey of literature and field interviews assessing state and local administrative practices indicate a need to shift and sharpen role definitions for functional responsibilities at each level. Major shifts to improve implementation of management functions require:

1. Provision within existing state organizational structures for SEA migrant education autonomy in the management of PL 89-750 funds, especially in areas of travel authorization and SEA delivery of operational components.
2. Employment by the SEA of community-liaison persons (qualified social workers and social work aides) to work at the local level and to act as continuing liaison between family, school, other supporting services, and the community, especially in the functions of recruitment, needs assessment, implementation, and project evaluation.
3. Enlarging and strengthening the responsibilities of USOE in order to better cope with the interstate nature of the target population.

## Exchange of Information

Programmatic decisions by management require a fast and updated information system. In assessing current practices for this project review, updated information was available only for certain projects and state practices and was rarely available in a standardized format which would have facilitated comparisons between states. More often, "recent" information allowing limited calculations of cost effectiveness was at least one year old. An efficient and current information system is needed to provide management with the demographic data, population statistics, and project specifications necessary for making informed decisions.

Field visits to SEAs often revealed staff members bogged down in paperwork and therefore removed from contact with the actual delivery of services to migrant children. Since the primary focus of PL 89-750 is delivery of services to the target population, SEA staff should be freed from unnecessary paperwork and compilation of statistical information in order to direct their efforts toward technical assistance and guidance of LEA personnel. SEA field evaluation based upon classroom observations and student impact should replace compilation of frequency counts.

As statistical data are necessary for making sound management decisions, a computerized system for summarizing this information is desirable. This can be created by adding an additional component, a Management Information System, to the MSRTS. Systematic collection of all information by MSRTS according to set schedules, and in standardized format, will facilitate management decisions

based on concrete facts. In addition, more efficient monitoring of individual projects will be possible.

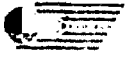
More specifically, information collected by LEAs could be transmitted by state terminal operators directly to the central computer of the MSRTS. Monthly, biannual, and/or annual reports on a standardized format would keep the data current and parallel. Input from other agencies and partial funding by them is possible. While the scheduling and nature of such data depend upon the specific design of the data system, information available might include:

- Description of curriculum units and text books used for each grade level in each school.
- LEA budget allocations for staff development, instruction, pupil personnel services, program planning and development, and evaluation.
- Advisory Council membership and activity.
- Nature of parent involvement.
- Estimated worth of migrant education components.
- Demographic data on participating children including drop-out information, follow-up of graduates, and so forth.
- Cost of pupil personnel services by funding sources and number of children served by each.
- Participation in each instructional activity and funding source.
- Test results.
- Demographic data on staff.
- Staff development information by type of training, including cost and percent of eligible teachers participating.

In addition to the Management Information System, dissemination of information must occur within and across all levels of the program. At each level, an information exchange must occur among all agencies serving migrants. Migrant coalitions and task forces, as well as various advisory councils, provide vehicles for such exchanges. In-service training, intra- and interstate teacher and aide exchanges, and parental involvement activities provide additional vehicles.

Some states distribute migrant education newsletters while other include migrant education news releases in official SEA publications. However, because of the interstate nature of the migrant and the consequent demands for coordination of programs, a national newsletter distributed to all PL 89-750 personnel is needed to highlight exemplary projects, teaching methods, cooperative ventures, results of research, and student impact. This is best accomplished at the federal level and in consort with the National Organization of State Directors of Title I Migrant Programs.

Program coordination is especially important. A migrant child may attend several schools within one school year. If his development is to be efficiently facilitated, information regarding his needs and progress toward meeting them must be immediately available from his prior school. The MSKTS was developed for this purpose. Multistate meetings for the purpose of curriculum coordination and teacher and aide exchanges provide additional vehicles.



## RECOMMENDED ROLE DEFINITIONS

None of the program functions is the exclusive responsibility of the project, of the SEA, or of the federal program staff. Each level must approve the plans of, and bear responsibility for, the activities of the level beneath it. Similarly, although project planning originates at the lowest level and moves up, guidance and technical assistance start at the federal level and flow down through the SEAs and to the local level. A true partnership is needed for effective program implementation.

Clearly stated role definitions for each of the management functions were developed as a result of field interviews assessing USOF, SEA, and LEA practices. Impact data gathered through project site visits were used to compare various SEA practices and to determine the relative effectiveness of steps taken by different SEAs in assisting project personnel in the execution of each of the program functions. Included in the development of role definitions were noteworthy practices being implemented by SEAs, judgements from project personnel, and expert judgement.

While most of the role definitions are self-explanatory and require little or no elaboration, some represent significant departures from established patterns of migrant program management. Others need further amplification. Therefore, the rationale for these is presented for each of the management functions.

## Identification and Recruitment of Eligible Children

### Federal Level

1. Disseminates uniform definition of migrant child. With state directors, distributes standard form for certification.
2. Manages and operates MSRTS system.

### State Level

1. Assigns to SFA staff member, state recruitment responsibilities. Includes implementation and monitoring of statewide network of community liaison persons.
2. Monitors changing configurations in migrant population--number, ethnic composition, and alterations in already defined areas--via input from LEAS and other state agencies also serving migrants.
3. Considers migrant population data for the last four years, disregarding years where changing crop conditions bias the projected enrollment figure. Regularly disseminates collation of census information to LEAS and verifies LEA estimates.
4. Assumes prime responsibility for locating LEAS eligible for migrant funds. Informs them of funds available. Provides technical assistance in recruitment, needs assessment, design of projects, and evaluation.
5. Provides training for community-liaison persons and terminal operators.
6. Conducts regular public relations programs on state and local levels. Assists LEA in public relations efforts.
7. Assigns to SEA staff member responsibility for state MSRTS organizations. Includes monitoring and procurement of adequate number of terminals and trained terminal operators.

### Local Level

1. Secures community acceptance and support for program.
2. Cooperates with community liaison persons (social workers) who recruit, certify eligibility of children, document anticipated movements to other locales, transmit information to MSRTS and school, and act as liaison to other available services.
3. Provides comprehensive program conducive to encouraging enrollment of migrant children. Includes special counseling services when language or cultural differences are a factor in communication, food and health services, and transportation.
4. Obtains child's MSRTS record within three school days to facilitate grade placement and individual needs assessment.
5. Conjointly with community liaison persons, encourages migrant families to assume responsibility for child's enrollment. Includes distributing handbook describing the location of programs in other areas.

### Discussion

Deficits in the identification and recruitment of eligible children were found in the sample states. Our interviewers encountered situations where children designated as migrants were far from being so. State Directors and Project Directors themselves often indicated that many eligible children were not being served.



According to "The Hired Farm Working Force of 1972" there were about 40,000 female migrants and 100,000 male migrants between the ages of 18 and 65. If the assumption is made that all the females are married to males in the migrant labor force and that the remaining males are married, then there would be approximately 100,000 family units. The parents interviewed in this study indicated that there were approximately 4.75 children per family. Multiplying 100,000 families by 4.75 children per family results in an estimate of 475,000 children. Although this is a very crude estimate, it is considered conservative since many migrants are not included in the statistical estimates of the USDA. Because the actual number of children being served is far less than this, it appears that extensive efforts must be made in the area of recruitment.

Therefore, it is recommended that SEAs assume prime responsibility for leadership in this area. At the state level, responsibility for recruitment, including monitoring of information available from other agencies on the number of migrant workers and implementation of a statewide network of community-liaison persons, should be assigned to a SEA staff member and included in his job description. His responsibilities would further entail SEA interviews of randomly selected children enrolled in the MSRTS to assess their true eligibility and the training of community liaison persons and monitoring of tasks performed by them.

While SEAs all report the presence of social workers or similar persons at the LEA level, analyses of site interview data suggest that they may not be performing all the suggested functions. Only a small percentage of the

parents interviewed stated that community liaison persons had met with them. By SEA employment of the community liaison persons, directly or through regional offices, accountability is established and flexibility is maintained in adjusting to changes in the population. More intensive and uniform training can then be given by the SEA.

An important element in the use of state-employed community liaison persons will be the ability of these persons to work closely and cooperatively with school authorities and community groups. In some projects, they have evidenced outstanding performance worthy of emulation. Creative use of informal channels for recruitment have included motivation and enlistment in the recruiting process of area growers, priests, bartenders, country store owners, and postmasters. In addition, some liaison persons have attempted to document and inform schools of anticipated family movements to other locales.

Even though the MSRTS may become the basis for allocation of funds, it remains important that state and local personnel secure census information from other sources including the Department of Labor and area growers. By examining this information for the four prior years, trends can be established, changing population configurations defined, and better estimates made.

## Assessment of the Needs of Migrant Children for Special Education and Supportive Services

### Federal Level

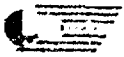
1. Implements national policies, both legislative and departmental, regarding migrant education.
2. Establishes national needs and priorities based on SEA statewide reports. Submits them to budgetary agents.
3. Reassesses national goals and policies based on achievement of existing goals and current unmet needs.

### State Level

1. Assigns parental involvement responsibilities to SEA staff member.
2. Provides guidelines and technical assistance to LEAs regarding parental involvement and needs assessment.
3. Requires LEAs to show parental involvement as a prerequisite for project funding.
4. Disseminates to LEAs information about other sources of services available to meet needs.
5. Compiles statewide needs assessment and priorities based on LEA input. Transmits statewide needs assessment to USOE.

### Local Level

1. Receives continuing input, especially on needs in the supporting areas, from community liaison persons who gather informal parental assessments of programs and needs. Receives input from PACs and LEA staff, both of whom have reviewed the evaluation report for the prior year. Receives input from the MSRTS and other state programs serving the same migrant children. Uses relevant testing methods to assess academic needs when available.



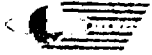
2. Uses input from other agencies serving migrants for needs assessment and location of services available to meet needs.
3. Compiles needs assessment within the eleven-area framework established by the National Committee on the Education of Migrant Children. Includes assessment of resources available for meeting needs. Sets needs priorities and transmits to HHA, via written report or representation on the State Advisory Committee, for inclusion in the state needs assessment.

### Discussion

In the area of needs assessment, the community liaison person plays an important role, especially in assessing needs in the supporting areas. In addition, the community liaison person can encourage parental involvement and subsequent parent education, and can gather parental input for needs assessment.

Parental cooperation in facilitating the development of the total child is necessary, especially in establishing positive attitudes toward school and in keeping the child enrolled. It is therefore recommended that an SEA staff member be assigned specific responsibilities for parent involvement. Through technical assistance and guidance to LEAs, more comprehensive and qualitative parental participation should evolve.

Only half of the sample states now provide guidelines for determining migrant student needs. Many states were found to be relying on previously developed state needs assessments, arguing that needs really had not changed from the inception of the program. While this may be true now, if any of the program objectives are expected to be achieved, it follows that some needs will eventually be met and others will emerge. This will be especially true as



migrants begin to settle out. Thus, a mechanism must be developed across all levels for annually updating needs assessment. Furthermore, the process of needs assessment itself provides, at each level, a continual verification of and reorientation toward program goals.

### Project Design to Meet the Special Needs of Participating Children

#### Federal Level

1. Provides standardized form for project proposals.
2. Distributes to SEAs administrative handbooks, guidelines for writing proposals, and material developed by other states.
3. Monitors and approves SEA criteria for selection and funding of projects.
4. Funds all research efforts and keeps log of on-going research.
5. Disseminates information about needs in area of research based on input from MSRTS Management Information System, SEAs, LEAs, and evaluation reports.
6. Sends periodic reports to SEAs regarding state and LEA input to MSRTS Management Information System.

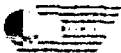
#### State Level

1. Distributes to LEAs state-developed administrative handbook, which includes guidelines for writing proposals for funding of projects.

2. Provides LEAs with technical assistance, site visits, and workshops in writing proposals and planning comprehensive programs.
3. Aids LEAs in securing services of other agencies serving migrants.
4. Induces participation of unwilling LEAs by going to school boards and civic leaders to explain programs.
5. Disseminates information about innovative practices to LEAs.
6. Sets qualification standards for teachers, community liaison persons, MSRPS terminal operators, aides, and support personnel. Provides guidelines for continuing education requirements and salary schedules compatible with local standards.

#### Local Level

1. Writes project proposal using input from other agencies serving migrants. Includes plan for assessing needs, measurable behavioral objectives for each need, activities designed to meet objectives, and evaluation report for prior year.
2. Plans cooperative ventures with other agencies serving migrants.
3. Cooperates with other states in coordination of program design.
4. Cooperates with other districts by sharing resources and coordinating curriculum.
5. Improves curriculum and teaching methods in the classroom and reports improvements to SEA and other LEAs.

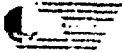


## Discussion

Much has already been accomplished in the development of curriculum materials and delivery methodologies to meet the special needs of migrant children. The emphasis must now be on using and improving these special curricula.

As new needs arise, research and development efforts should be funded through one central agency to avoid needless duplication of effort and irrelevant research. Since research clearly falls within the purview of supporting rather than supplanting existing educational programs, state resource centers, operated somewhat autonomously by state universities with PL 75-850 funds, all-too-often tend to go in this direction. Therefore, it is recommended that USOE assume prime responsibility for directly funding, monitoring, and evaluating research and development. This will also facilitate dissemination of results and identification of areas truly in need of further exploration.

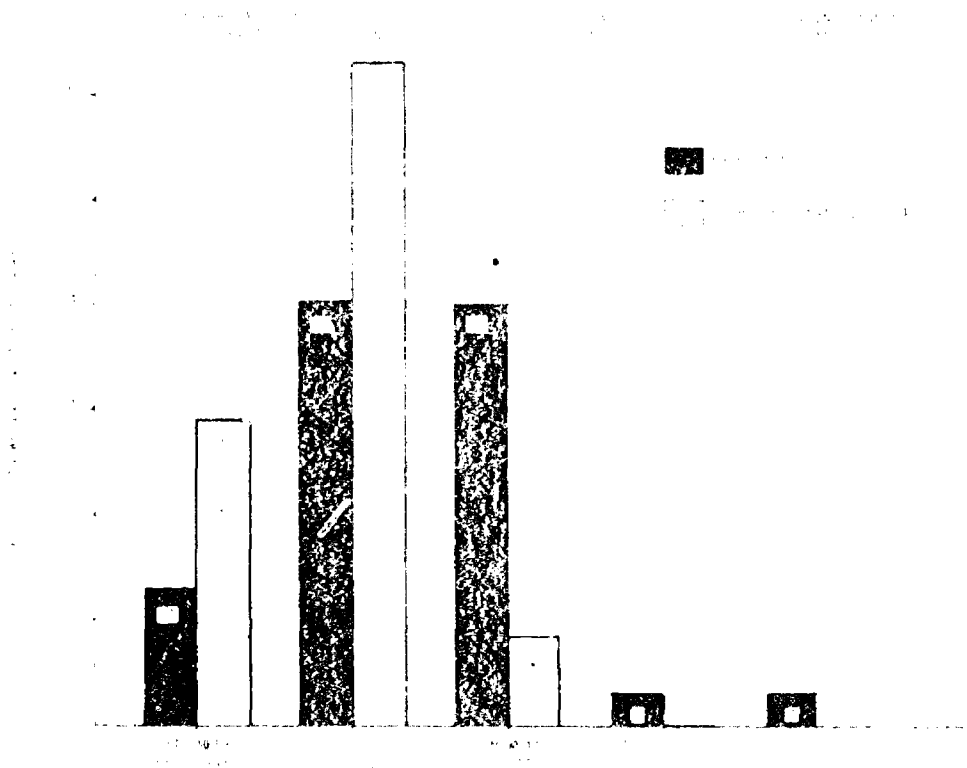
Another area in need of attention is the establishment of qualification standards and continuing education requirements for migrant education personnel. None of the sample states have done this. This is especially important for paraprofessional personnel because of the unique qualifications demanded by the nature of migrant education. The State of Washington has



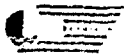
outlined plans in this area but has been unable to implement them. Most states use already established guidelines for certification of teachers and LEA guidelines for salary schedules. For federal programs, others have waived state requirements that aides have high school educations.

SEAs must not rely on LEA initiative alone in designing projects. In this area, SEAs appear to be providing sufficient assistance to LEAs. Table IX-1 summarizes project directors' assessments of SEA effectiveness in helping to plan projects and write project proposals. All receiving state SEAs were considered effective as were most of the base state SEAs. Only six percent of the base state SEAs were considered a little effective or not effective.

FIGURE IX-1







## Allocation and Delivery of Funds to Appropriate Service Areas

### Federal Level

1. Approves state plans according to specified review and allocation criteria.
2. Allocates funds to states based on number of estimated full-time equivalent students (FTE) registered on the MSRTS the prior year and the type of programs to be delivered.
3. Establishes guidelines to be used by SEAs for location and funding of projects.
4. Publishes booklet listing other sources of funds for migrant children.

### State Level

1. Develops criteria for project locations and priorities.
2. Approves project applications.
3. Participates in Governor's Task Force or Interagency Council in coordinating funds and services from various federal and state sources.
4. Publishes booklet for LEAs detailing other sources of funds.
5. Allocates funds to projects based on number of estimated FTE students and type of programs.
6. Adjusts funding to projects based on actual number of FTE students and type of program.



7. Requires LEA projections of funding deficits or unexpended funds no later than midway through projects. Provides for reallocation of unexpended funds to areas of funding deficits.
8. Submits state plan to USOE.
9. Requires annual fiscal audit of LEA projects.
10. Maintains equipment inventory.

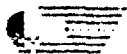
#### Local Level

1. Submits project application to SEA. Includes projected enrollment figures by grade level grouping. Bases estimates on migrant population data for the last four years, adjusting for years where unusual crop conditions bias the projection, and on verifiable data from other agencies.
2. Incorporates in project application, cooperative ventures and sources of funds from other agencies serving migrants, including explanation of why agencies are not cooperating.

#### Discussion

The current federal funding formula is based on an estimate of the number of children to be served. Where states demonstrate an increase in children to be served upward changes in the estimates are made. However, the absence of downward adjustments has created inequities between states. In addition, this allocation model does not allow for the Management of Objectives method to be utilized in overall program management.

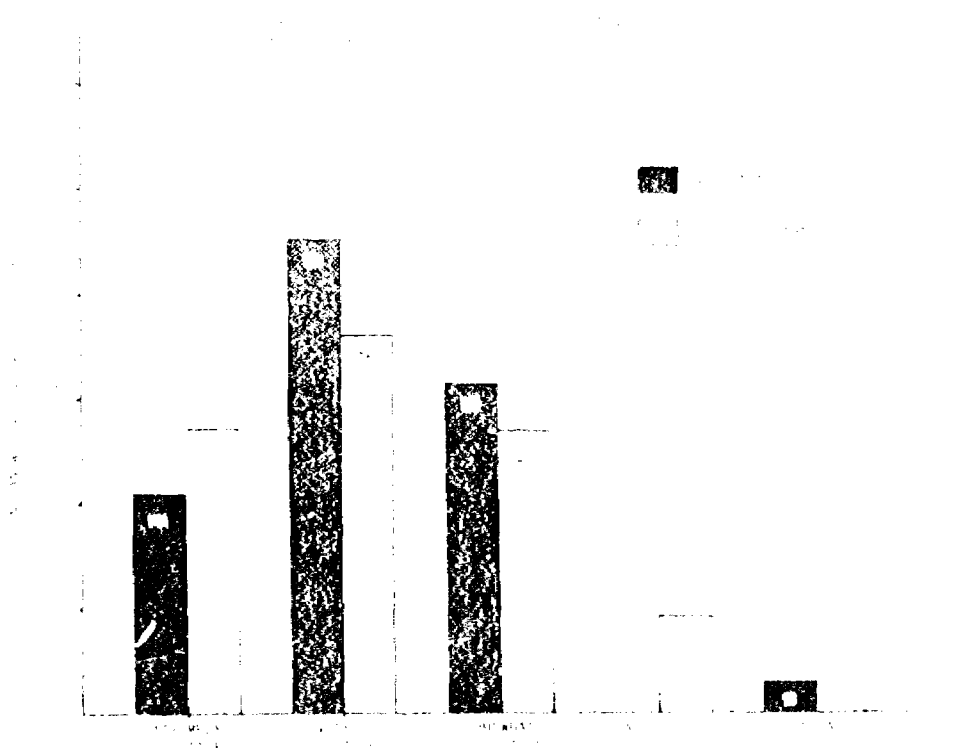
Project designs within overall state programs vary in cost. Pre-school, summer and teenage dropout-prevention projects often require total support from PL 99-750 funds, while regular school projects supplement but do



not supplant general educational programs. In some areas, food and health costs are covered by funds from other agencies, while in others they must be supported with PL 89-750 funds. Thus, it is recommended that state allocation of funds to LEAs be based in part on the number of children actually served and the nature of the projects designed to meet their needs. The MSKTS Management Information System can be designed to provide the necessary per-pupil expenditures for each program type to be used in SEA allocation processes.

Throughout the data collection phase of this study complaints were received about late funding. This is due, however, to federal delays, rather than SEA delays. Project directors' assessments of SEA promptness in acting upon project applications (Figure IX-2) appear to support this assumption. Almost all SEAs were considered adequately responsive.

FIGURE IX-2



## Project Implementation and Monitoring

### Federal Level

1. Cooperates with the National Organization of State Directors. Calls national and multistate meetings.
2. Conjointly defines with state directors data requirements for MSRTS Management Information System.
3. Distributes handbook about MSRTS. Includes explanation of all data forms and data submission schedules.
4. Monitors LEA input to MSRTS Management Information System.
5. Provides technical assistance and legal opinions.
6. Monitors progress of migrant education program via MSRTS and sends reports to SFAs.
7. Encourages and coordinates interstate cooperative efforts.
8. Publishes and distributes to all LEA and SFA personnel monthly newsletter (4 page maximum) highlighting exemplary projects, teaching methods, cooperative ventures, results of research, and student impact.

### State Level

1. Conducts regularly scheduled site visits to LEAs to monitor and provide technical assistance in delivery of services.
2. Spot checks LEA certification of eligibility by interviewing randomly selected children.
3. Provides crisis intervention to LEAs via special site visits.

4. Completes visitation forms for each site visit. Sends copy to IEA.
5. Disseminates to USOE and other IEAs information about successful projects.
6. Conducts workshops in use of MSRTS for IEA staff.
7. Provides support for IEA-initiated pre-service and in-service training workshops.
8. Operates Resource Center to provide assistance in delivery of both educational and supportive services.
9. Provides in-service training for SEA staff.
10. Operates ongoing child study program for IEA personnel.
11. Participates in National Organization of State Directors. Attends regional and migrant stream meetings. Disseminates results to IEAs and State Superintendent of Education.
12. Coordinates intra and interstate cooperative efforts including transfer of student earned credits. Coordinates curriculum, teaching methods, and multi-district projects.
13. Encourages teacher and aide exchange programs.
14. Provides a statewide information process design and cooperates in national information process.

#### Local Level

1. Conducts relevant and appropriate in-service training, beyond the number of days required by the state, for professional and other staff, designed to meet local needs and priorities. Uses IEA staff, parents, staff from other projects and agencies, and others. Provides for evaluation of training by participants.
2. Secures MSRTS record for each student within three days of enrollment. Returns updated record within three days of withdrawal of student.
3. Follows information process design. Completes and transmits on schedule all MSRTS data forms. Includes census information, in-service training and workshop reports, evaluation of SEA site visits, and so forth.

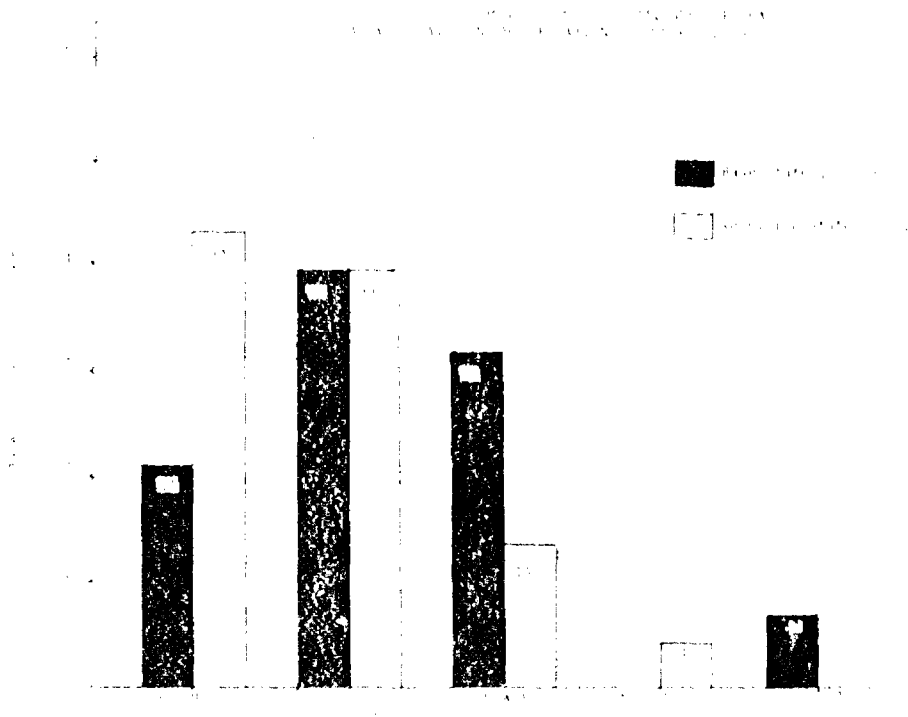
4. Participates in teacher/aide exchange programs. Provides vehicle for dissemination of an informal teacher/aide exchange visit report at the local level.
5. Cooperates to provide ongoing liaison between school, home, and other agencies through activities of community liaison persons. Records relevant information on MSKIS record.
6. Employs migrant and other impoverished persons in delivery of services.
7. Involves parents in program through back-to-school nights, recreational evenings, and so forth.
8. Provides consultant service to other LEAs and states.
9. Participates in SEA ongoing child study program.
10. Provides for transfer of student credits.

#### Discussion

Continuous monitoring by SEA staff of LEA delivery of services is essential, not only to upgrade delivery, but to facilitate coordinated efforts by all agents and to disseminate relevant information. In the area of project operation, the technical assistance provided by SEAs is considered effective by most project directors. Figure IX-3 details these responses. While coordination of services exists, most states require additional efforts in this area. Use of a uniform definition of a migrant by all agencies will facilitate this needed coordination.

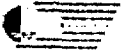
Information exchange is similarly essential to coordinated efforts. It is therefore recommended that USOE assume responsibility for publication and distribution to all 44, 89-750 personnel of a monthly newsletter highlighting

FIGURE IX-3



exemplary projects, teaching methods, cooperative ventures, results of research, and student impact. SEA monitoring visits can provide the basis for SEA input to USOE for the monthly newsletter. Information from the MSRTS Management Information System is yet another channel of information.

Effective program implementation depends on trained personnel. This training must be addressed to the needs of the persons being trained and the needs of the target population which they serve. In order to encourage maximum attendance and relevance of training components, emphasis must be given to LEA-initiated pre-service and in-service training designs. Multi-district sessions provide greater resources and yet allow short travel distances. The SEA can provide strong leadership and incentives for such programs and encourage



utilization of IEA staff, parents, and representatives of other agencies serving migrants as resource persons. In this way, local needs and priorities relevant to IEA project designs as well as "grass roots" experience are addressed. Teachers interviewed in this study overwhelmingly suggested instruction by persons with practical experience as a way to improve both pre-service and in-service training.

Provision must be made for evaluation by participants of this training in order to assure quality training components. Only one state reported the results of such analysis.

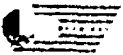
All SEA directors interviewed in this survey reported a form of SEA in-service training directed toward management of PL 89-750 funds. In some cases, where SEA staffs were small, this training occurred on an informal basis.

### Evaluation of Project Effectiveness

#### Federal Level

1. With state directors, encourages annual nationwide testing program to include standardized measures of achievement and self concept as well as behavioral observations of randomly selected students by trained SEA staff. Designates appropriate time frame for test administration during summer school for students missed during regular testing period. Uses MSRTS to locate children not tested and notifies IEA to administer test during supplementary time frame.

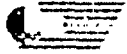




2. Provides national evaluation guidelines.
3. Provides technical assistance to SEAs in implementing testing and evaluation program.
4. Completes national report based on data from the MSRTS Data Retrieval System. Includes national testing data.
5. Disseminates national report.
6. Reviews state evaluation reports.
7. Reassesses national goals and policies based on actual performance and achievement of goals.
8. Provides for outside agency review of MSRTS system.

#### State Level

1. Assigns SEA staff member responsibility for testing and evaluation procedures.
2. Visits LEA to assess progress toward meeting needs and objectives. Follows up on weaknesses of prior year. Completes behavioral observations of randomly selected migrant children.
3. Discusses evaluation findings with entire LEA staff. Summarizes them in follow-up letter to LEA within one week of site visit.
4. Conducts statewide workshop in administration and interpretation of standardized tests. Includes use of criterion referenced tests for needs assessment.
5. Provides for third agency review of randomly selected LEAs and state MSRTS terminal operations.
6. Compiles state evaluation report with emphasis on student impact. Uses state evaluation data and USOE national report to calculate cost-effectiveness of differing activities designed to meet the same objectives and hypothesize causal relationships between activities and student impact.
7. Completes assessment of USOE effectiveness.



### Local Level

1. Informally surveys parents to ascertain project effectiveness and needs assessment.
2. Completes required self-evaluation forms within 30 days of project completion. Includes assessment of SEA effectiveness and informal survey of parents by community liaison persons.
3. Administers standardized tests conjointly designated by USOE and National Organization of State Directors. Transmits results to MSRTS.

### Discussion

At the present time, evaluation efforts generally contain frequency counts, cost figures, gain scores in verbal and mathematical achievement based on pre-testing and post-testing of children over sometimes shockingly short periods of time, and narrative assessments of progress toward meeting objectives. Children may be tested twice in each school they attend. Table IX-1 summarizes the types of evaluation now being made. It is interesting to note that only one project director (in Florida) indicated the use of behavioral observations of students.

Few states provide for outside agency review of projects. Table IX-2 summarizes the results of inquiry into who conducts project evaluations. The majority of the projects are using "in-house" personnel to conduct the evaluation. Both the base (76%) and receiving state (96%) directors provide a high percentage of responses to the use of SEA personnel. The next highest percentage of responses indicated that IFA personnel in the migrant education program conduct the evaluation.

TABLE IX-1

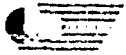
RESPONSES OF PROJECT DIRECTORS BY STATE, BASE STATES, AND RECEIVING STATES, IN PERCENT SELECTING EACH ITEM, TO THE STATEMENT, "INDICATE THE TYPE OF EVALUATION OF THE EFFECTIVENESS OF THIS PROJECT THAT HAS BEEN, IS BEING, OR WILL BE CONDUCTED."

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Tests of pupil achievement and/or performance	100	78	92	80	100	100	67	33	100	89	74
Evaluation of curriculum and instructional materials	71	67	58	80	100	100	100	67	100	64	87
Evaluation of organization, methods, procedures	86	67	67	80	100	100	100	83	100	71	91
Evaluation of program management	86	67	75	80	100	100	100	83	100	71	91
Evaluation used for school personnel in general	14	56	25	0	25	0	0	0	0	36	4
Observer evaluation of child improvement	0	11	0	0	0	0	0	0	0	4	0
Approximate Sample Size	7	9	12	5	4	2	3	6	3	28	23

TABLE IX-2

RESPONSES OF PROJECT DIRECTORS BY STATE, BASE STATES, AND RECEIVING STATES, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION, "WHO CONDUCTS EVALUATIONS OF THE EFFECTIVENESS OF THIS PROJECT?"

	CA	IL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Personnel in your migrant education program	86	60	75	60	100	100	67	50	67	72	70
Other school district personnel	43	60	17	60	25	100	100	33	67	38	57
State personnel	86	70	75	100	100	100	100	100	67	76	96
Federal personnel	57	30	25	100	75	0	67	17	67	34	57
Consultants or contractors hired by your school district	43	10	0	0	25	0	0	17	0	14	9
Consultants or contractors not hired by your school district	29	20	25	20	50	0	0	17	33	24	22
Approximate sample size	7	10	12	5	4	2	3	6	3	29	23



The majority of the projects in both the base and receiving states are evaluated at least annually. Table IX-3 describes the frequency of project evaluations in the sample states. Scrutiny of this information reveals that in Florida 2 of the 8 project directors indicated that their projects were not annually evaluated. One of the three project directors in both North Carolina and Washington responded similarly.

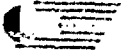
Many states provide formats for IEA self-evaluations. This IEA self-evaluation model provides an excellent impetus for continual upgrading of project treatments. In addition, objectives unique to the project are best evaluated according to this model. Parental evaluative comments are also possible. The standardized format makes possible limited comparisons between IEAs. There is little continuity, however, between states.

Because of the interstate nature of the migrant child, implementation of uniform evaluation procedures, including a national testing program, would better facilitate student impact analysis of the total program and comparisons between states and individual projects. The current practice of multiple testing of children must be stopped. The problem of test sensitivity makes data collected under such conditions almost useless. Furthermore, continually tested children tend to become negative in their attitudes toward school. The contractor recommends, therefore, that in collaboration with SFA Directors, USOE initiate a nationwide testing program to include standardized measures of achievement and self-concept as well as behavioral observations of randomly selected students by trained SFA staff. Behavioral observations would concentrate on sociometric and emotional areas of development. Furthermore,

TABLE IX-3

RESPONSES OF PROJECT DIRECTORS BY STATE, BASE STATES AND RECEIVING STATES, IN PERCENT, TO THE QUESTION, "HOW FREQUENTLY HAS THIS PROJECT BEEN EVALUATED TO DETERMINE HOW EFFECTIVE IT HAS BEEN IN MEETING ITS OBJECTIVES?"

Percent	Percent											RECEIVING
	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE		
Regularly-more than once a year	50	30	58	40	100	100	33	50	67	47	61	
Regularly-approximately once a year	25	70	33	60	0	0	33	50	0	43	30	
Regularly-less than once a year	13	0	0	0	0	0	0	0	0	3	0	
Irregularly	0	0	0	0	0	0	33	0	33	0	9	
Never	13	0	8	0	0	0	0	0	0	7	0	
SAMPLE SIZE	8	10	12	5	4	2	3	6	3	30	23	

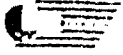


children would be tested once a year during a specified time frame. Thus, measures of achievement from year to year would provide target population impact information and should encourage greater coordination of project treatments. Multiple regression models using test scores as criterion measures would provide predictors capable of discriminating between project treatments.

Implementation of a national testing program will require procurement of tests relevant to the population being tested. Several states are now in the process of developing such measures. Other tests, especially in the area of self concept and the affective domain, may have to be developed.

A provision for evaluations of effectiveness at all levels of management is recommended. While this occurs now in a random and informal manner, usually during site visits, management at each level should provide channels for lower-level evaluation of management actions. Only then can management continue to efficiently meet needs in the area of program guidance and technical assistance.

It is further recommended that SEAs provide for third-agency reviews of randomly selected LEAs. Impartial review often locates new approaches to areas of concern. This analysis might utilize observations of classroom interaction as measured by instruments similar to the Flanders Interaction Analysis. This would be especially appropriate for assessing teacher style in relationship to student classroom performance. Evaluation must include more than an agency evaluating itself.



Revision of Project Treatments and Formulation of Future Plans Which Reflect Projected Changes in the Size, Composition and Mobility of the Target Population

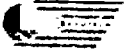
Federal Level

1. Coordinates interstate reallocation of funds and resources to allow for changes in migrant population.
2. Monitors SEA needs assessment and priorities in order to update national guidelines.

State Level

1. Cooperates with other agencies in monitoring changes in the migrant population owing to fluctuations in crop and mechanization.
2. Provides busing for students from areas without projects to schools with projects. Provides mobile classrooms and service units for use in adjusting to changes in migrant population.
3. Provides for partial reallocation of funds and project treatments. Includes transfer of personnel, mobile classrooms, and service units.
4. Cooperates with neighboring states in reallocation of funds and project treatments.
5. Implements formal project review procedures.
6. Reviews prior year's evaluation report for changes in needs.
7. Forecasts future LEA staff requirements. Informs state teacher education departments and others.






### Local Level

1. Monitors family plans for relocation through the home visitor who transmits this information to the school and MSRTS.
2. Monitors individual student needs, educational and supporting, and seeks to meet them. Reviews student progress and modifies delivery to more nearly meet the needs. Uses student dropout information to modify delivery and reduce the dropout rate.
3. Regularly monitors and seeks other sources of services for migrant children.
4. Reports monthly to SEA enrollment statistics and changes, more often if necessary.
5. Forecasts future staff requirements and transmits to SEA.

### Discussion

Provision needs to be made for reallocation of funds to adjust to changes in the population. As in all programs developed on a contingency basis, certain expenditures to provide operational capacity are required regardless of outcome. These must be regarded as a necessary expense in the delivery of this type of total program. The Department of Defense has always operated this way. However, flexibility must also be built into the total program. Where reallocation of funds and resources is possible, the next highest level of management must facilitate this. This includes the reallocation of funds and resources across state lines.

Formal project review procedures at specified times must be enacted at all levels of management. Project treatments should be revised to include new needs and objectives and maintenance of objectives which have been achieved.



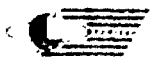
## CHAPTER X

### SAMPLE STATE MANAGEMENT PRACTICES

This chapter describes the management practices of ten sample states according to the role definitions, or performance standards, presented in Chapter IX. Since a number of the functional roles are defined differently than in current practice, the methods now employed by states in fulfilling those management functions are described. Where estimates of their effectiveness can be made they are included. Consideration is given, in all cases, to the context within which individual SEAs operate. A comparison of the sample state budgets and actual expenditures concludes this chapter.

The description of state management practices is based upon data gathered from interviews of state legislative analysts and state migrant education administrators. Project-level interview data are included where appropriate.

The discussion for each state SEA is organized according to the management functions described in Chapter IX. The introductory statement for each SEA includes a statement of the SEA management staffing design and allocation. Current unmet needs, priorities, SEA evaluative judgements of overall program effectiveness, SEA assessments of factors preventing total program implementation, and steps being taken to circumvent them are also presented.



## CALIFORNIA

The state of California was allocated \$9,262,289 for FY 1973 to serve an estimated 49,603 migrant children. From this allotment, \$250,000 is used for pre-school programs and \$1,600,000 is used for day care. Figure X-1 shows where the migrants are concentrated.

The SEA migrant education staff includes one full-time director and four consultants. Two additional consultants paid under PL 89-10 are available on a part-time basis.

Because of the large area to be served in California, the SEA has developed a regional organization. The state office maintains liaison with regional offices, and the regions work directly with the LEAs, many of which include more than one school. Regional offices are located in districts with the highest concentration of migrants and often use the District Superintendent as the Regional Migrant Education Supervisor, or Agent Superintendent. The regional offices submit project proposals to the SEA for the entire region, and, in turn, negotiate service agreements with LEAs. Thus, the California SEA views itself as a single project with regional components.

Service agreements between a regional office and LEA emphasize the services of one resource teacher for every 200 children and one aide for every 20 children. Resource teachers, who in five of the seven regions are hired directly by the regional office, work with classroom teachers and may service several schools. Aides, who in three of the seven regions are

FIGURE X-1 MAP OF CALIFORNIA WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS



hired directly by the regional office, serve in a variety of functions including recruitment and teacher assistance.

The California SEA interview data indicate that a firmer control of LEA delivery of services is believed to be maintained through the service agreement approach. In addition, by moving toward direct hire of resource teachers and aides by regional components, California SEA management hopes to achieve optimum flexibility in adjusting to the ebb and flow of migrant population. Teachers and aides hired by the region, then, not only owe their loyalty to the region but agree to relocation within the region should population changes necessitate it. Local patronage in procurement of aides is thereby circumvented. One hundred and sixty teachers now employed by the state have come through the Mini-Corps program. Since there is a shortage of bilingual teachers, this program provides both immediate assistance in the classroom and teacher training.

According to the SEA interview data, the California plan for the education of migrant children has shifted slightly and now takes a bilingual and bi-cultural approach instead of treating English as a second language. Better use of paraprofessionals is also being stressed. Un-met needs include additional bilingual staff, more oral language programs, increased dental care, an expanded nutrition program, guidance services for the whole family, more comprehensive in-service education, and more use of the MSRTS. In many LEAs the only bilingual staff are those employed by the migrant education program.

If additional funds were available, our data indicate that the early childhood program (ages three to eight), which serves less than 20 percent of those eligible, would be expanded as would the infant and day care programs (under three years). Health care, including dental treatment, would be increased next with emphasis on preventive medicine.

The state objectives for the PL 89-750 program, in order of priority, are language development and skills, mathematics, health and welfare, and, lastly, staff development. At the secondary level, attendance takes first priority since very few children in this age group are served. Our data indicate that the SEA Migrant Education Director is currently pursuing a reexamination of child labor laws to focus attention on youth who drop out of school to work in the fields. As long as they are permitted to do so, the secondary education of migrant children will be incomplete.

Rural schools, which often do not stress language development, tend to take only a custodial view of migrant children. Thus, attitude modification has become a significant part of staff development in rural areas. A stronger federal mandate that will obtain cooperation from rural farmers is also needed.

Both the SEA directors and the project directors indicated that a significant outcome of the program is that many migrant children who might otherwise not be there are in school, gaining in basic skills and health. In addition, an increasing number of advocates in the state are

helping to attack the major problem of community apathy and nonacceptance of migrants and migrant education. More money is needed, however, in order to serve all eligible children. The SEA estimates that only 50 percent of those eligible are now being served.

#### Identification and Recruitment of Eligible Children

While the state plan submitted to USOE does not specifically assign recruitment responsibilities to an SEA staff member, the SEA interview data describe all four consultants from the state office as currently devoting large portions of their time to ensure that regional personnel are fulfilling this function. Community aides, hired by either regional offices or larger LFAs, are expected to fulfill recruitment duties which include completion of the required MSRTS forms.

The SEA states that only half the eligible children are being served because of lack of funds to serve additional children. To recruit more children and yet spend the same amount of money would dilute delivery of services to those now enrolled.

Our findings indicate that only 39 percent of the 150 parents interviewed in California were told that the school had a special migrant program for their children. Of those so notified, only four percent had been informed by a community aide or other project personnel. Sixty-one percent of those notified had learned from teachers or other school personnel. The remaining 34 percent had learned via friends, children, and

various community organizations including advisory councils. Because the community aide may have been considered by parents as part of the school staff, an optimistic summary statement of this situation reveals two-thirds of only 39 percent of the parents sampled as having interfaced with the California recruitment system. While this figure is not commendable, the fact that California is a base state where migrant children are expected to attend school routinely like all other children must be considered as a contributing explanation.

Our data indicate that while input regarding projected population figures from other agencies serving migrants is sometimes available, conflicting definitions of migrants used by the various agencies give this information limited usefulness. Thus, the Migrant Education Program assumes prime responsibility for locating eligible children. Essentially, the SEA tells the local areas how many children are coming and when. This information is based on the number of children served the prior year and on current quarterly reports from LEAs.

Since recruitment is essentially handled at the regional level, most LEAs are not expected to develop plans for recruitment and certification of eligibility nor are they expected to assign community liaison responsibilities to LEA staff.

Training packages for aides are set up at the state level and implemented at the regional level. This includes some training in recruitment and the MSRTS. A more comprehensive training package for aides is now being developed.




According to the SEA interview data, the SEA is emphasizing public relations this year. In addition to existing films, a specially developed slide presentation on migrant education is shown at educational conferences, fairs, and public gatherings. Television spots and magazine articles are also used. The SEA has secured legislative passage this year of the California Plan for the Education of Migrant Children which, at this point, is an endorsement rather than a funding achievement. The Director has testified before Congress on matters pertaining to migrants.

An SEA staff member is specifically assigned responsibility for the MSRTS. His duties include development of systems and procedures for the intrastate communication of these records between schools and terminals.

#### Assessment of the Needs of Migrant Children for Special Education and Supportive Services

Three SEA consultants address themselves to parent involvement on a part-time basis. In addition, through mandatory advisory committees at the state, regional, county, and local levels, the SEA attempts to ensure continual examination of the needs of migrant children. About half of those serving on county advisory committees are migrants while, generally, local advisory committees serve all Title I funds. Of the advisory committee members interviewed for this survey, only 20 percent indicated that they had received any training related to their functioning on the committees.



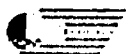
Recently, a comprehensive three-month needs assessment, according to the eleven-area framework, was completed by the regions. Three hundred and fifty persons from all levels conferred in Spanish.

A special brochure listing the sources of other services and funds is not considered necessary by the SEA. LEAs are already aware of these, especially Title I funds. The SEA does remain alert to these sources and, through the regional offices, ascertains that all avenues have been explored.

Project proposals include an assessment of needs but not a description of how the assessment was made. They also include a description of other resources available for meeting these needs. Regional offices require coordination with other services in order to enter into service agreements.

#### Project Design to Meet Special Needs of Participating Children

The SEA administration handbook is currently being revised to adjust to new laws. No material regarding the writing of proposals is considered necessary since the regional offices do this through the service agreements. Regional offices, generally, tell LEAs what services are available including services from other agencies. Our data indicate that projects are not generally initiated at the LEA level. Since projects are already in operation, efforts in the area of designing new projects, when necessary, are carried out by regional offices through monitoring and technical assistance.



Of the eight regional project directors interviewed, seven felt the guidance and technical assistance provided by the SEA staff in planning projects and preparing proposals was at least somewhat effective. One of these considered the SEA extremely effective. The eighth director considered the SEA not at all effective. The same responses were given regarding the SEA's speed in acting upon project proposals.

Because only seven percent of the migrant children in California are believed to be interstate, cooperative ventures focus on inter-agency agreements. Agreements negotiated at the state level with the Department of Human Resources, State Department of Social Welfare, and State Department of Public Health, provide multi-funded programs in pre-school education and child care in some regions. Differences in guidelines, regulations, policies, and definitions prevent complete coordination.

Regional offices, through the vehicle of the resource teachers, continually disseminate information about innovative practices to classroom teachers. Aides are kept abreast of recent information during their weekly meetings at regional resource centers.

A study is in progress to develop a career ladder for teachers in migrant education. Guidelines for professionals and paraprofessionals in the area of qualification standards, salary guidelines, and requirements for continuing education have not been developed. It is of interest to note that

many who began as aides have now received Child Care Certificates to work in day-care programs. Others have become certified teachers.

#### Allocation and Delivery of Funds to Appropriate Service Areas

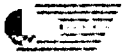
According to the SEA director, the SEA distributes funds to regions based on their percentage of the estimated total number of children to be served. Regions then enter into service agreements with LEAs where funding, again, is based primarily on the number of children to be served. Actual enrollment figures are monitored through quarterly reports and funds are adjusted accordingly.

Annual financial audits are conducted by private audit firms.

Equipment inventories are maintained in regional offices.

Late funding at the federal level seriously hampered the program last year. While some regions went ahead and hired personnel, other regions were not allowed to do so by their Boards. The services of fifteen trained teachers were lost in one region as a result.

Since the location of projects is already determined by regional directors, guidelines regarding this are no longer considered essential. Funding of LEAs depends largely on the number of children to be served and the commitment of the LEA to mobilize all available resources.



Coordination of other funds and services is accomplished through informal channels. No formal interagency task force on migrants exists.

### Project Implementation and Monitoring

SEA personnel meet regularly with regional personnel, who in turn make monthly site visits to LEAs. Resource teachers visit classrooms three or four times each week. In addition, SEA staff visit LEAs when necessary. Weekly reports are made to the SEA director regarding monitoring visits. Follow-up letters, when deemed necessary, are sent to LEAs or regional offices who then work with LEAs. Each regional office maintains a resource center where aides meet once a week. Quarterly reports provide another vehicle for monitoring program progress.

When asked to rate the effectiveness of technical assistance provided by SEA in the planning and operation of projects once they were funded, seven of the eight regional project directors considered it at least somewhat effective. One respondent considered it not at all effective.

The accuracy of the MSKTS system is monitored via the monthly print-out from Arkansas. In addition, Spanish-speaking state consultants have completed a check for accuracy by interviewing randomly selected children enrolled in the system. As a result, the SEA has pronounced the system accurate.

The SEA interview data indicate that coordination of curriculum and teaching methods is the responsibility of resource teachers. Efforts are currently being made by the SEA to coordinate multi-regional projects. In order to combat the tendency of the regions to act as autonomous units, state meetings of regional representatives are being organized by the SEA. These meetings are also held for the purpose of developing an aide training package to be used state-wide and exported to other states.

Since only seven percent of California's migrant children are considered interstate, interstate teacher exchange is not encouraged by the SEA. However, California specialists are sent out of state, to Oregon and Washington for example, to participate in in-service programs. Two teachers from Texas were similarly received in California. No exchange between regions occurs. The inter-regional curriculum committee no longer functions.

Funds to attend inter-state meetings of state directors are available as long as the need for meetings is mandated by USOE.

The SEA interview data reveal that on-going in-service training is the responsibility of resource teachers. Additional pre-service and in-service programs are supported by the regional offices. SEA and regional in-service training is provided by the SEA.

Our data indicate that regional directors could benefit from teacher feedback regarding staff development. Only forty-five percent of 33 teachers interviewed considered pre-service training adequate while

seven of the eight regional project directors did so. Regarding in-service training, seven of the project directors and 59 percent of the teachers considered it adequate. The most often cited recommendation by teachers for improvement of both pre-service and in-service training was the use of people with practical experience.

Of the aides sampled, 77 percent considered the training received adequate. However, 82 percent of the aides questioned felt a need for more in-service training.

#### Evaluation of Project Effectiveness

According to our data, no measures of project effectiveness have been developed. No LEA self-evaluation occurs. Regional staff evaluate LEAs according to a format provided by the SEA, which is designed to measure achievement of stated objectives. Regions are encouraged but not required to use a third agency for review purposes.

Regional reports generally include lengthy narrative description and some assessments of project activities including staff development, test results, and population statistics for each of the offered educational and supportive services. Regional staff observations and interactions with project personnel throughout the duration of the project, as well as logs kept by project staff, provide input for the evaluation effort. The state of California mandates a testing program in which migrant children are included.

Some evaluative comment is received from parents via advisory committees. Of the five advisory committee members interviewed, three stated that parents participate in evaluations of program effectiveness.

Regions submit evaluation reports to the SEA, which collates these into a state evaluation report. This is sent to USOE. The FY 1972 state evaluation report presented the results of research comparing a tutorial pull-out methodology with a team-teaching approach. The team-teaching approach was found to be more effective as measured by gain scores in reading and mathematics on the Cooperative Test of Basic Skills. Costs for the two methods were comparable.

Revision of Project Treatments and Formulation of Future Plans which Reflect Changes in the Size, Composition and Mobility of Target Population

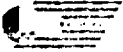
Population projections were made by reviewing and analyzing 1972 data. Reallocation of funds and resources at the regional level adjusted for changes in the population.

The SEA interview data reveal constant site monitoring visits and review of quarterly reports by regional staff to bring about continuing revision in LEA delivery of services. For population changes that occur during a project period, usually in the summer, busing is provided via inter-district agreements negotiated through the regional office. Busing is met with mixed approval at the local level. In regions where resource teachers and aides are hired directly by the region, these personnel are moved to adjust to changes in population. In others, RIF actions can occur



for aides since they are temporary employees. An effort is made, however, to place personnel in other schools or retain them in such capacities as planning.

The state has annual formal procedures for program reviews which are conducted by the State Board of Education and State Superintendent. In addition, regional components are reviewed by the Migrant Education Branch. The SEA does not forecast future requirements for teachers in migrant education.

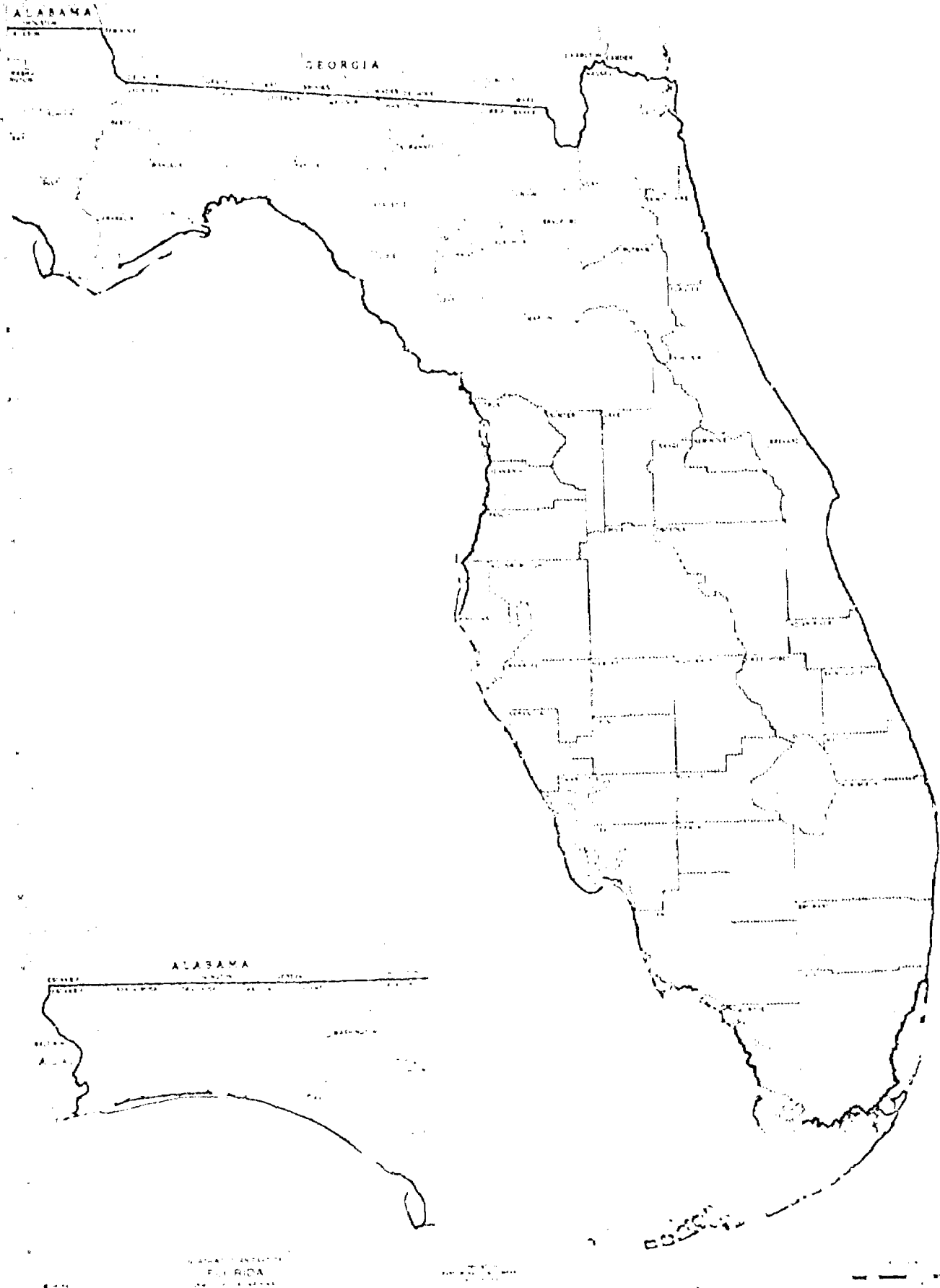


## FLORIDA

Allocated \$10,246,408 for FY 1973 to serve an estimated 34,087 migrant children, the Florida program is administered by a director and four consultants (soon to be three) at the SEA level and 17 professionals operating out of three regional offices. Figure X-2 shows where the migrants are concentrated. Regional personnel perform operational support functions, including training, monitoring, technical assistance, and approve projects. Since regional directors are employed by the state rather than by (or conjointly as) county superintendents within the region, regional directors are more removed from pressure for county patronage. Counties then become the fiscal agents of the regional offices. Similarly, a system of checks and balances occurs between the SEA and regional offices, since the state office monitors projects approved by the regions.

The state of Florida appropriated \$900,000 to establish a kindergarten program for migrant children. It is in the process of eliminating the fifty-year-old provision that a child cannot enter first grade after 30 school days have elapsed at the start of the school year unless he was previously enrolled in the state or has a physician's certification of his illness. The Governor's Task Force, which is no longer functioning, is believed responsible for pending state legislation to appropriate state funds for migrants.

FIGURE X-2 MAP OF FLORIDA WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS



According to the SEA interview data, the Florida program has moved from an outright grant to counties, based on the number of children to be served, to a state-wide program in 1972 limiting delivery to three specific components. The same skill areas are now addressed throughout the state although the methodologies employed may differ. The three components, in order of priority, are Early Childhood (ages three to five), Learn and Earn, and Language Arts. Delivery of the Early Childhood and Learn and Earn components is accomplished with 254 mobile classrooms, which were purchased over the past four years with carry-over funds. Staffing of these is done by IEAs who are then reimbursed by the state.

The third component, Language Arts, is third in priority because it is most difficult to provide as a supplement. A tutorial teacher is supported for every 150 children and works in regular school classrooms. While some tutorial teachers service several schools, generally this is not the case. Because funding is based on priorities which include concentration of migrant children, funds are usually spent in the more densely populated areas. Thus, many migrant children living in lower density areas do not receive the special services of the Language Arts component.

There are no priorities within the three components. Early Childhood services three- to five-year-olds, Language Arts serves the first through sixth grade with emphasis on the first four, and Learn and Earn serves youth from ages 14 to 16. Changes in the Language Arts are reflected in more tutorial approaches.

The SEA interview data show un-met needs in the areas of additional bilingual staff, more oral language programs, expansion of the Learn and Earn program, expansion of the Early Childhood component below the age of three, and better methods of providing continuity of education among the states. Additional needs include health services--especially dental; guidance services for teenagers; more transportation coverage, especially for the Early Childhood component and to jobs in the Learn and Earn component; and greater efforts in recruitment.

If more funds were made available, they would be used by the SEA in recruitment, dental services, oral language including bilingual instruction, expansion of the Learn and Earn program beyond the present 57 classes, greater use of the MSKTS, and expansion of the Early Childhood program.

The most significant outcome of the program, according to the SEA interview results, is the migrant child's feeling that he belongs. The SEA attributes this to the effects of individualized instruction; the supplementary services in the area of health care, food, and clothing which enable the child to attend school; and the inclusion of children arriving late.

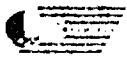
Major problems encountered in implementing the programs were reluctance on the part of LEAs to participate in a federal program because of fear of government regulations and the conflicting definitions of migrants used by the various agencies serving migrants. Funding uncertainties also hindered long-range planning. There is still a need for federal programs

to provide medical services, including hospitalization, physicians, and dentists. Children also need hearing aids and glasses.

### Identification and Recruitment of Eligible Children

At the LEA level, three categories of personnel are expected to assume the responsibilities of recruiter. A social educator locates needs in the social area and also educates parents in how to assume responsibility for fulfilling these needs. Through home contacts, the social educator often finds other children not currently enrolled. Information about new families and those moving out is also gathered. A community health worker acts as liaison to the local Health Department. Records clerks in the schools complete MSRTS forms. All three staffers are supervised by the project director to provide comprehensive treatment and avoid duplication of effort. The regional office provides a model of what needs to be done and the LEA is then expected to carry this out. Since local paraprofessionals are not allowed travel funds and are usually limited to the aide salary of \$12 per day, the regional office circumvents this by hiring LEA-selected personnel. In this way, a high-caliber program is expected. Project applications include plans for recruitment and designation of community liaison responsibilities.

Sixty-four percent of the 44 parents interviewed in Florida were aware that the school had a special migrant program for their children. Of these, only 14 percent had been informed by social educators, health workers, or other migrant project personnel. An additional 24 percent had

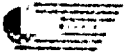


been informed by teachers or other school personnel. Newsletters had informed 29 percent while 33 percent had learned of the program from friends, children, community organizations, and PAC members. It appears that social educators are not reaching many families. Therefore, comprehensive training programs for social educators need to be developed.

Our data indicate that the SEA assumes responsibility for recruitment in nonparticipating counties. As a result, two new districts were added in the past year. The MSRTS is often used to identify children in counties without programs. In addition, the SEA is now seeking to adopt the New Jersey recruitment program.

Spot checks for accuracy of the MSRTS are made by SEA staff assigned responsibility for both recruitment and the MSRTS. Identification is a major emphasis this year. Records are being checked with students and parents. In the past, the record system has been used to track children during a typhoid outbreak, place teachers, describe shifts in the ethnic composition of migrants (toward more Mexican Americans), and provide other agencies with a cross check on the number of migrants in an area.

The SEA makes the estimate for LEAs of the number of children to be served, based upon data from the prior year. While some data from local migrant council reports is available, conflicting definitions of migrants and frequent inclusion of seasonal farmworkers in the counts has made this of little help.



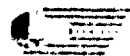
## Assessment of the Needs of Migrant Children for Special Education and Supportive Services

Our SEA interview data indicate that a continual needs assessment within the three components isolated by the 1968-1969 assessment is expected to further refine delivery. The general Title I needs assessment is used in the academic areas.

State administrators provide aid in parental involvement. A state-organized program last year utilized social educators who worked with parents in the trailers and organized advisory councils, including classroom representatives. While LEAs were not enthusiastic about state intervention, the SEA feels this venture yielded excellent information exchanges. In one case, program scheduling was changed from a 7 a.m. to 5 p.m. time frame to 8 a.m. to 6 p.m., to more nearly approximate parental hours in the field. Reports from social educators and parents yielded assessment of needs in the supportive areas. Other agencies were contacted for help (e.g., glasses provided by the State Health Department). When other agencies were not able to fund supportive services, migrant education funds were used (e.g., hospitalization). Parents rarely describe academic needs in terms of program details and generally support whatever programs their children participate in.

The provision of training for advisory council members is weak. Only 25 percent of the members interviewed indicated they had received any training. Our data indicate that the SEA does not require parental involvement in order to fund projects. However, parents constitute the majority of advisory council members.





An OEO-developed pamphlet detailing sources of other services available to migrants is distributed to families. Information regarding programs in the receiving states is also distributed.

#### Project Design to Meet the Special Needs of Participating Children

To provide continuity of education, the State provides a skeleton project design, and, within this, specific objectives for each of the three components are filled in at the LEA level according to the local needs assessment. Thus, the state builds projects for IFAs. Technical assistance for component budgeting is provided by regional offices.

Of the ten project directors interviewed in Florida, two considered the SEA extremely effective in providing assistance in project design and preparation of project proposals while three responded that it was very effective. The remaining five considered the SEA somewhat effective.

Since more migrant children in Florida are intrastate than interstate, interagency agreement is emphasized. The strong control by the state office in the Early Childhood and Vocational components provides continuity of program design in these areas. Coordination within the state of agencies serving migrants is accomplished through regional and local units. Coordinating efforts include the Department of Health and Rehabilitation Services, Department of Community Affairs, Department of Commerce (which includes Labor), Community Action Migrant Program (CAMPS), staff of the OEO Title III-B program, the Red Cross, and the Joint Legislative Committee on Migrants. The Governor's Task Force no longer functions.

Information regarding successful projects operating in other states is provided to LEAs. The head teacher is often sent to observe exemplary programs. Information gained is then used to make modifications within the three components.

The interview data reveal that those LEAs who are unwilling to participate in migrant programs are persuaded with constant public relations. Twice, when this proved ineffective, the SEA negotiated project contracts with universities which then staffed the mobile classrooms to operate the Early Childhood and Vocational components; Language Arts could not be supplied. In each case, the following year the LEAs chose to participate. This is preferable since, administratively, projects are less expensive when operated by LEAs.

Regular state certification applies to teachers. For federal projects, the State has waived the requirement that aides have high school diplomas.

#### Allocation and Delivery of Funds to Appropriate Service Areas

Our discussions with the SEA director revealed that projects are approved and funded through cooperation between regional offices and the SEA. Once the federal allocation is made, funds are earmarked by the State according to priorities. Funds based on the prior year's expenditures, plus an increment, usually of five percent, are set aside for the Early Childhood component which includes 204 classes, the Vocational component which

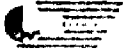
includes 56 classes, food costs, the state budget, and the health contract. Then, with what remains, Language Arts programs are funded, based on district needs assessment and number of children to be served in each district. Priority is given to first grades, then second, third, and so on. As the grant increases, more children will be served in the area of Language Arts. In FY 1973 it is doubtful that children above the fourth grade will be given the special services of the Language Arts program. Language Arts is treated in this manner not because it is less important but because administration is more difficult, since the program operates within the regular classroom.

All project directors interviewed considered the SEA at least somewhat effective in acting quickly upon project applications. Two-thirds of them, in fact, considered the SEA very effective.

Monthly reports which include the number of children served provide the SEA vehicle for reallocation of funds and services. Financial audits of LEAs are conducted annually by state auditors. The SEA maintains an equipment inventory.

#### Project Implementation and Monitoring

While regional personnel regularly visit LEAs, the SEA consultants schedule at least one monitoring visit together with regional staff each year. Visitation forms, which change from year to year depending upon the SEA focus, are completed, and follow-up letters are sent to LEAs as needed.



Discrepancies are noted and checked on during the following year. All project directors interviewed considered technical assistance provided by the SEA in the operation of projects to be at least somewhat effective. Eighty percent of them, in fact, considered it very effective.

A resource center, which is operated by the SEA at Fort Lauderdale and serves the entire state, is overextended. Plans are being made to develop resource centers for each of the regions.

Regional staff have the responsibility for training workshops. In-service training is a continuous process and is often conducted at the local level by head teachers. Each county has a comprehensive plan which includes a form of child study as part of county in-service training.

Only 13 of the 25 aides interviewed indicated they had received in-service training designed specifically for teaching migrant children. Of these, 85 percent considered it adequate. Eighty-five percent of all aides questioned felt a need for more in-service education.

Eighty-nine percent of the project directors considered in-service training adequate and 70 percent of the teachers concurred. All project directors considered pre-service training adequate while 79 percent of the teachers concurred. Teacher recommendations for improvement of training included use of persons with practical experience, more intensive training, and more frequent training.

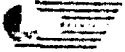
Program coordination through workshops, conferences, and export of consultants and publications is effected with such eastern migrant stream states as New York, Virginia, North Carolina, and South Carolina.

Attendance of SEA staff at national and regional meetings is possible as long as attendance can be justified. Florida participates in teacher exchanges with New York, Virginia, Michigan, Texas, Ohio and North Carolina. Participation in aide exchanges, primarily with New York, is also encouraged.

#### Evaluation of Project Effectiveness

The findings indicate that evaluation input is received from several sources. The social educator program, now in its third year of operation, conducted a survey of parents two years ago. Evaluative comments as well as needs assessments were solicited. The emphases, primarily in the supporting area, were on transportation, health, and clothing. In addition, six of the seven Florida advisory council members interviewed indicated that parent members provide input in the area of evaluating program effectiveness.

Two of the three regions now have evaluation experts on their staff. They assist LEAs in completing component evaluation forms designed by the SEA. In the past, specialists were hired to assist and make random classroom observations. By providing each region with evaluative competency,



the SEA expects more detailed evaluation to occur. LEA self-evaluations are then collated into the state evaluation report.

Revision of Project Treatments and Formulation of Future Plans which Reflect Projected Changes in the Size, Composition, and Mobility of the Target Population

The SEA has developed formal project review procedures. Counties submit projects for review and approval by the SEA staff, and adjustments are then negotiated.

A constant check on local needs and population provides the necessary information for movement of mobile classrooms. Thirty early childhood mobile units were moved during the summer of 1973. Teachers in mobile units are merely moved to new locations. Teachers with contracts cannot be moved and are therefore released when the children leave.

Florida statutes allow busing of students across county lines. The child simply becomes a member of the school district he attends. No tuition is required.

The SEA forecasts future requirements for teachers in migrant education. Forecasts are based on changes in the delivery of each component. Since a tutorial program is being added to the Language Arts component, more and different teachers will be required. The MSRTS is used as a starting point for estimation of the number of children to be served by type of program and the consequent forecast of the number and type of teachers required.

## TEXAS

The state of Texas was allocated \$17,864,811 for FY 1973 to serve an estimated 45,000 migrant children. Figure X-3 shows where the migrants are concentrated. The director and seven consultants make up the SEA professional staff.

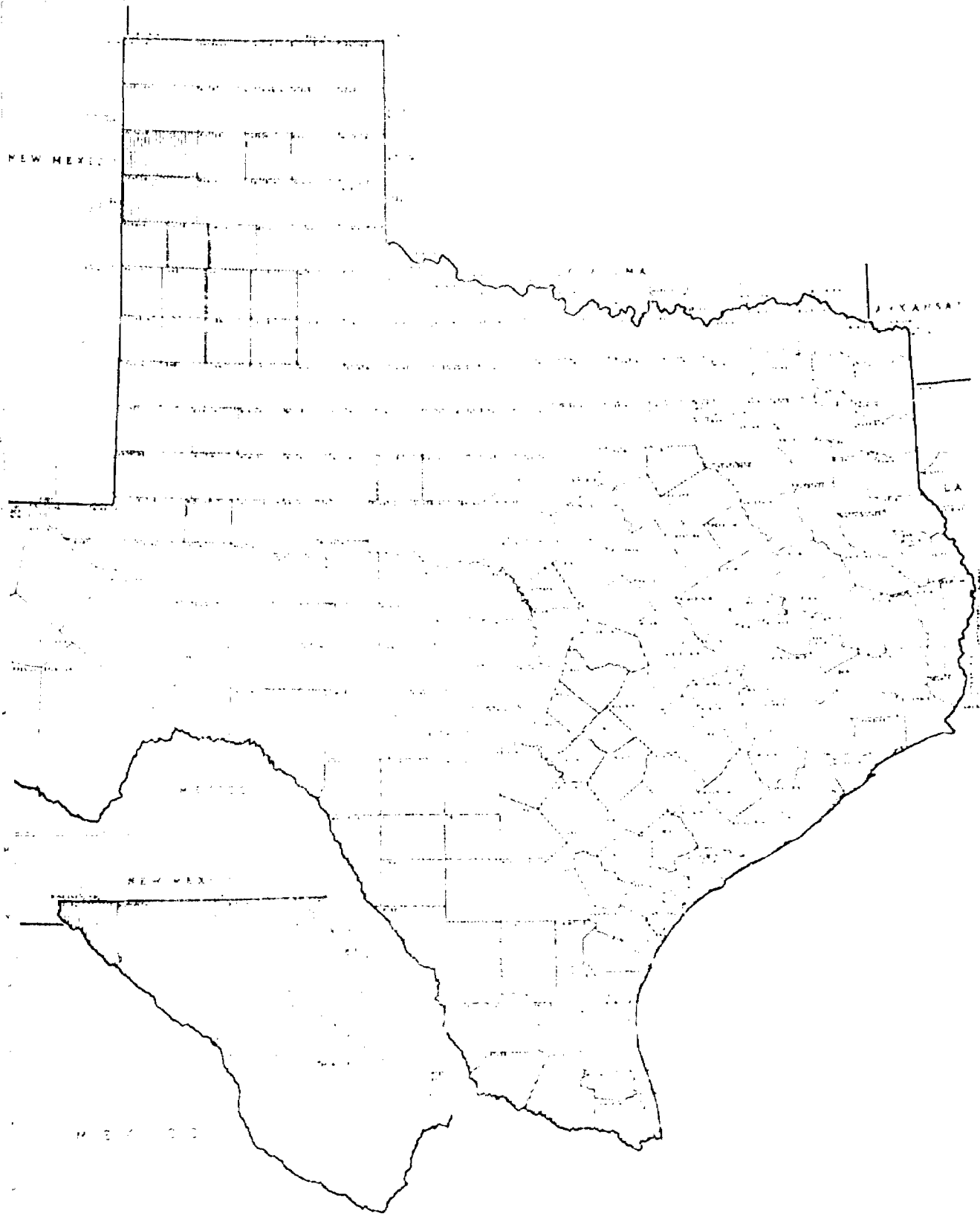
Of the twenty regional educational service centers which extend across the state of Texas, ten serve PL 89-750 projects. Regional manpower varies from full-time to part-time depending upon the number of districts to be served. These centers have no administrative functions. They serve only in the supporting areas to give technical assistance and training as needed.

According to the SEA director, when migrant children are in Texas, they have come here and do not move about. The SEA perceives itself, therefore, as unique among states serving migrants. The SEA director also stated that SEA population figures remain constant from year to year.

In the 19 districts operating seven-month programs, 1/ class-room teachers are hired. In the other 21 districts, resource teachers are utilized.

- 
- 1/ To compensate for the inability of migrant children to attend school the entire ten-month term, a special seven-month school year is operating in some districts. This type of school operates for a minimum of one hundred and thirty-five (135) instructional days, and the school day is extended so that the children are exposed to the same number of instructional hours as are children in the regular program. Teachers are obligated for an additional ten days for preparation and in-service training.

FIGURE 16-5 MAP OF TEXAS WITH CONCENTRATIONS  
OF MIGRANT WORKERS INDICATED BY SHADDED AREAS



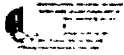


State funds can only be used for three categories: (1) teacher salaries, (2) transportation, and (3) maintenance and operation of facilities. State legislation is pending to provide incentive pay for bilingual teachers and summer institutes for bilingual education. However, concern is being expressed by other special interest groups who feel incentive pay should apply to other specialized teachers as well.

Our data from the SEA director indicate that during the regular school term, the "one-year" definition of eligibility is used for children, while the "five-year" definition is used during the summer program. About 60,000 children would again become eligible if the five-year definition were employed during the school year, and the present program would not be adequate to serve them.

No changes have been made in the objectives and priorities of the program since 1966. High priority is still given to oral language, reading, mathematics, and parental involvement. A contract is pending to develop performance objectives in conjunction with a criterion-referenced test in the areas of language development, reading, and mathematics.

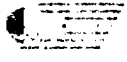
Unmet needs, according to information received by the SEA from LEAs, include additional bilingual staff and more oral language programs. In addition, more comprehensive in-service education, more extensive use of the MSRIS, expanded health and nutritional services, and expanded guidance services are recommended. Expansion of guidance services is hampered by difficulty in finding guidance counselors.



The survey results show that if additional funds were available, the unmet needs for additional bilingual staff and more oral language programs would be addressed. However, the SEA interview data indicate that because of the manner in which federal funds are all sent to the state, the SEA is never certain about what it can do. Often, high overhead funds result. Furthermore, this lack of coordinated funding hinders SEA expansion of services to meet all needs. The SEA believes there is also a need for greater use of criterion-referenced tests on short-term objectives to facilitate more objective evaluations.

The SEA interview results indicate that FY 1973 is the first year that performance objectives have been used. Priorities in the pre-school program are: (1) bridging the gap between the parents and the school, (2) identifying student strengths and weaknesses, (3) developing in each child a strong conceptual base for the educational and socialization process, (4) developing oral language and bilingual education, and (5) providing health, food, and medical services. In elementary grades, priorities include design of specific behavioral objectives for oral language, reading, and mathematics and greater parental involvement.

As a result of the PL 99-750 program, the SEA feels that a better understanding of the Texas migrant child has evolved. Teachers have also learned more about the problems of migrant children in the receiving states. The major problem encountered in implementation of the migrant education program has been lateness of funding and the resultant uncertainty about



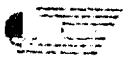
which program objectives can be funded. No need for additional programs is seen by the SEA, according to our data. Instead, existing programs need to be upgraded. This will require additional funds.

Identification and Recruitment of Eligible Children

According to the SEA director, there is no such thing as recruitment in Texas. There are no camps. The children are there and they come to school just like all other children.

About 90 percent of the LEAs are considered by the SEA to have community workers whose prime responsibility is parental involvement. This survey found that 72 percent of the 91 parents interviewed were indeed aware of the fact that the school had a special migrant program for the children. However, of these only 29 percent had been informed by a community worker or other migrant project personnel. An additional 55 percent had been informed by teachers or other school personnel. The remaining parents had learned from newsletters, friends, children, community organizations, or advisory council members.

Since the population figures for various locations tend to remain constant, input from other agencies is not used by the SEA. Instead, population peak figures for the prior year and input from the MSKRS are used to estimate the number of children to be served. Similarly, our data reveal that the SEA feels new projects no longer need to be established.



One SEA staff member is assigned responsibility for the MSRIN. However, the MSRIN staff from Little Rock provide all needed training in the system. Records are updated twice a year as students enroll and withdraw.

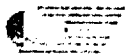
The SEA does not engage in public relations activities. Rather, information is disseminated as is necessary. In addition, LEAs are encouraged to develop community awareness programs and to emphasize parental involvement.

#### Assessment of Needs of Migrant Children for Special Education and Supportive Services

The survey results show that the State has developed needs guidelines and priorities which have not changed essentially since the inception of the program. Emphasis is upon finding better ways to meet these already defined needs. The LEA, therefore, develops performance objectives to meet the state needs guidelines, and these are included in project proposals.

Parental involvement is an important part of the Texas plan. Each regional service center is currently engaged in setting up two models of parental involvement for emulation by other LEAs. Not only is parental involvement required for funding, but project applications require the approval of the advisory council before submission to the SEA.

Only 30 percent of the advisory committee members interviewed as part of this survey stated they had received any training related to their function on the committees. Also, only 30 percent indicated that parents had input into the selection of materials or curriculum. In



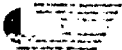
addition, only 46 percent of the parents interviewed stated that they had discussed their child's needs with his teacher. Of these, 59 percent reported discussing health needs, and 10 percent reported discussing nutritional needs. It appears that more SEA guidance of IEA parental involvement activities is necessary. This may be forthcoming in the development of the parental involvement models if direct assistance, rather than simply a mandate to LEAs in emulation of the models, is provided.

Information about sources of other services and funds is handled by service centers. Project proposals are required to list the sources of funds from other agencies.

#### Project Design to Meet the Special Needs of Participating Children

The SEA interviews reveal that very little new project design is considered necessary by the SEA, since most projects are considered to be well established and on-going. SEA help in writing proposals is rarely sought by LEAs, because, according to the SEA, most LEAs are well experienced in this area. The SEA does conduct a workshop, when it considers it necessary, to explain new guidelines and changes in application procedures. In addition, SEA staff members are assigned certain LEAs with which they work to negotiate final project approvals.

Of the twelve project directors interviewed, only eight considered the SEA very effective in providing assistance in project design and preparation of project proposals. Four others considered the SEA somewhat

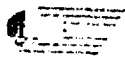


or only a little effective. It appears, therefore, that the SEA must improve communication channels with the LEAs in order to more accurately assess the nature of SEA assistance desired by LEAs.

#### Allocation and Delivery of Funds to Appropriate Service Areas

Projects are selected on the basis of whether or not they appear to be capable of delivery of services. LEA funding is based upon the number of students served during three peak load periods. This year, \$225 is received for each child in kindergarten through grade twelve. In the pre-school age group, funding is based upon \$15,000 per unit. Each unit includes a minimum of 15 and a maximum of 20 children. All twelve project directors interviewed considered the SEA at least somewhat effective in acting quickly upon project applications. Eleven of them, in fact, considered the SEA very effective.

Within the state, coordination of other funds and services is accomplished without problem, according to the SEA interviewees. A number of coordinating committees exist at the state level including the United Good Neighbor Committee and Minimum Coalition. In addition, coordination of surplus foods from the Department of Agriculture, health services from the Department of Health, and services from the state DDO, Title III-B Program are accomplished at the local level. Project applications are required to list sources of funds from other agencies.



Since the migrant population is static in size, reallocation of funds is not considered necessary by the SEA. The number of children enrolled in the MSBIS on March 1 serves one basis for project allocations.

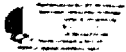
Allocation of carry-over funds is considered a problem by the SEA, however. In FY 1973 the funds were used to operate the educational service center components, because it was considered easier by the SEA to put all these funds into one component.

At the local level, inventory records have been kept and items marked. Outside agency audits of LEAs are conducted annually. In addition, the audit staff of the Texas Education Agency performs annual audits.

#### Project Implementation and Monitoring

Our data indicate that, together with regional representatives, the SEA staff makes one site visit from an administration standpoint to each LEA every other year. More visits are made in unusual cases. From a programmatic standpoint, regional staff make approximately five visits per year. SEA visits, recorded on a lengthy monitoring form which becomes part of the evaluation report, include follow-up letters and recommendations to LEAs. LEA quarterly reports provide an additional vehicle for monitoring projects.

A proof-of-migrancy form signed by parents is required to be on file at the school. On monitoring visits, SEA staff check the forms for accuracy, sometimes interviewing children.



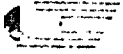
Of the ten project directors assessing the effectiveness of technical assistance provided by the SPA, three considered the SPA extremely effective, five considered it very effective, and one considered it somewhat effective. Only one director considered the SPA to be not at all effective in this area.

Service centers are expected to act as resource centers. Child study, if done, is through IPA in-service training. Pre-service and in-service training, handled by the service centers, is developed according to need as determined by the state and regional staff. Attendance is mandatory. Most schools give release time to attend sessions, and those whose regular policy it is to pay stipends are permitted to use migrant education funds for this purpose in order to encourage participation.

Of the 36 teachers interviewed, 81 percent considered in-service training adequate while 69 percent of the 13 project directors concurred. In the area of pre-service training, 71 percent of the teachers and 77 percent of the project directors considered it adequate. Teachers believed that instruction by people with practical experience and more intensive training would improve sessions.

Seventy-four percent of the 42 aides interviewed said that in-service training specifically designed for teaching migrant children was provided to them. Of those, 90 percent considered it adequate. Ninety-three percent of the aides, however, felt a need for more in-service training.



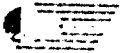


Attendance at national and regional meetings and teacher-exchange programs with California, Colorado, and Florida represent the major SEA efforts in the area of interstate coordination, according to the contractor's data. Twenty teachers are listed on the interstate coordination bank. No problems are encountered in securing travel funds for SEA staff to attend national and regional meetings.

### Evaluation of Project Effectiveness

The state evaluation report is primarily a collection of SEA self-evaluations, according to an SEA-developed format, and SEA monitoring reports. Data on student dropouts and parental involvement are included. Test results are also included. Schools participating in the slow-growth program administer the Stanford Achievement Test as a pre- and post-test measure. Summer programs use a variety of standardized tests. Except for monitoring reports, there are no behavioral observations of students in the classroom. In addition, two of the ten advisory council members interviewed indicated that parent members of advisory councils provide input regarding evaluations of program effectiveness.

Measures of project effectiveness have not been developed by the SEA. The Evaluation Section of the Division of Assessment and Evaluation compiles the state evaluation report.



### Project Revision

Formal project review procedures are used annually, whenever possible, by SEA staff assigned to the project. Unless amendments are made in project treatments, however, approval is almost automatic. Emphasis is placed on continually upgrading delivery of services.

With the exception of occasional new projects, the program remains static. No mobile classrooms or service units are used.

## COLORADO

The State of Colorado was allocated \$1,400,411 for FY 1973 to serve an estimated 8,000 children. Figure X-4 shows where the monies are concentrated. One director and two consultants administer the program. Six Boards of Cooperative Services within the State of Colorado provide in-service training and coordinate multi-district projects. These are not to be confused with the administrative regional components in the base states, however. These Boards are formed by districts interested in cooperative ventures and do not necessarily cover all ISAs.

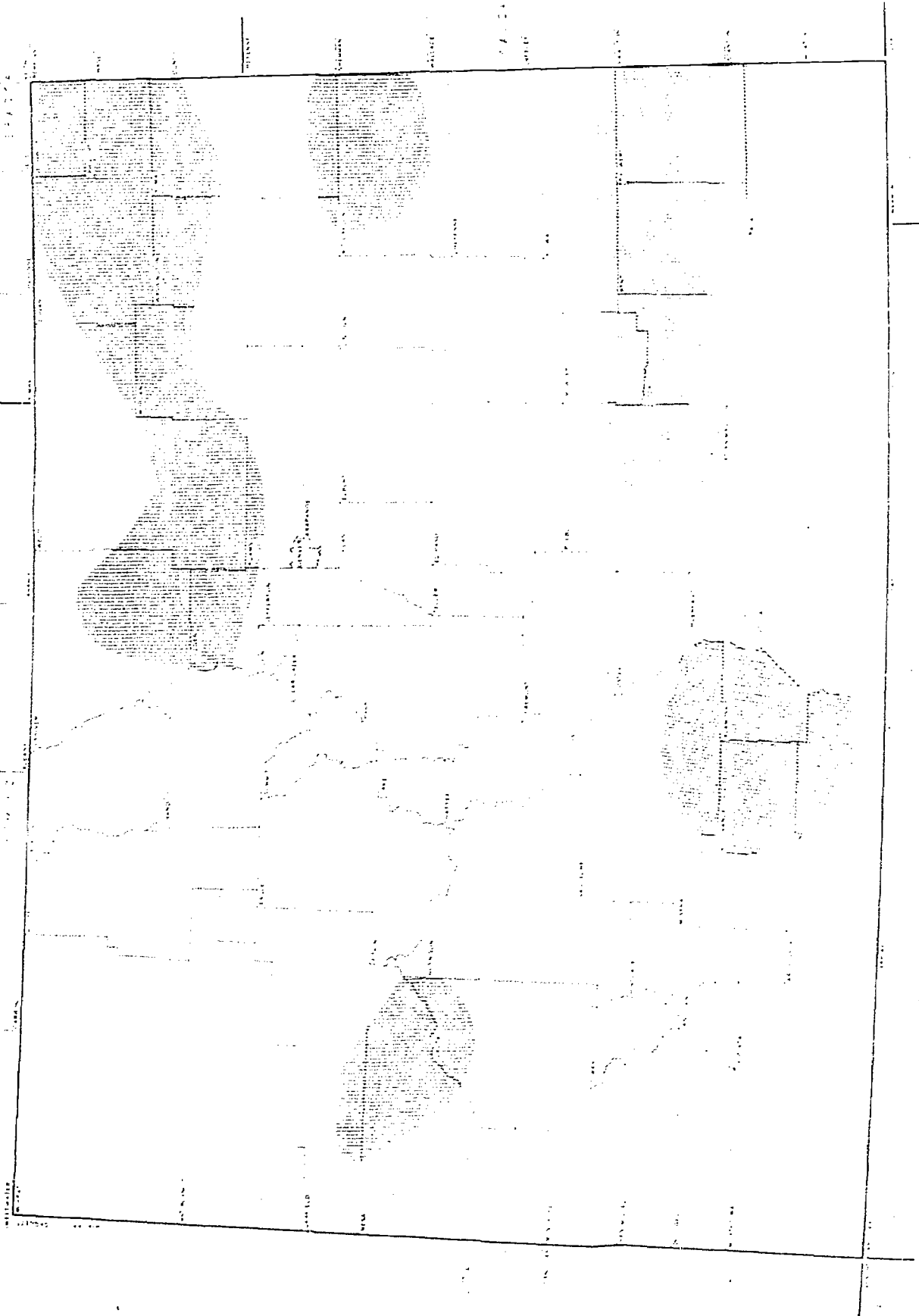
According to the SEA interview data, the state of Colorado has allocated \$170,000 for the education of migrant children. Distribution of these funds was based on the nature of programs designed for children above and beyond the regular school year program.

Since 1966, changes in the PL 89-750 program have occurred toward more bilingual and bi-cultural programs, increased guidance and counseling, and expansion of health and nutrition services. New efforts are being planned to emphasize vocational education in order to reach older migrant children and to prepare them for settling out.

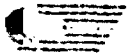
The SEA considers unmet needs to be in the areas of additional bilingual staff, more comprehensive in-service education, more extensive use of the MSKIS, vocational education for older children including

FIGURE A-4 MAP OF COLORADO WITH CONCENTRATIONS  
OF MIGRANT WORKERS INDICATED BY SHADED AREAS

A-43



Rand McNally & Company, R.L. 73-Y-123.



services, and expanded health and nutritional programs. If additional funds were made available, our data indicate that the SEA would offer more comprehensive bilingual and bi-cultural programs, more vocational counseling, and expanded health services.

Objectives of the pre-school program, in order of SEA priority, are health and nutrition, self-concept, language, and readiness. For the elementary grades, objectives include language and nutrition. At the secondary level, school attendance, basic skills, self-concept, and career education are priorities.

The SEA interview data indicate that the SEA considers significant outcomes of the program to be in the areas of self-concept and the fact that the children do learn. Many parents now delay relocation so that children can finish school. Major problems encountered in implementing the program were in recruitment, in acceptance by LEAs of the fact that migrant children existed and had special needs, and in implementation of necessary changes in teacher attitudes and methodologies. In-service training resolved much of this. Gaps still remain in providing services for children from 13 to 18 or 21 years old and in finding better ways to supplement the regular school year program.

#### Identification and Recruitment of Eligible Children

An SEA staff member, assigned full-time responsibilities for recruitment, is assisted by five regional recruiters (six in summer) who seek children in newly reported areas and work with local family contact

workers. Family contact workers act as liaison for all services. A half-time worker is hired for every 20 children.

Of the thirty-one parents interviewed in Colorado, only 23 percent were aware that the school had a special program for migrant children. Of these, none indicated that a recruiter or family contact worker had told them about the program. Twenty-two percent (of the twenty-three percent of parents aware of the program) had learned about it from teachers or other school personnel. Seventy percent had learned from friends, their children, other community organizations, or advisory council members. It appears, therefore, that the SEA needs to make strong efforts in this area. The recent adoption of the New Jersey recruitment program will probably upgrade services in this area.

The state Migrant Coalition, as well as local migrant coalitions and growers, provides input regarding population estimates. The family contact worker is then expected to look for children.

The MSRTS, assigned especially to a SEA staff member, is checked for accuracy through both the enrollment forms submitted to the SEA and SEA interviews of children. Five-year settled out migrants are included in programs if this inclusion does not add to costs. The interview data indicate that mass enrollments and withdrawals have delayed availability of records.

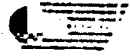
In the area of public relations, three mobile units provide media presentations to communities and migrant camps. Television and other mass media are also used. All agencies serving migrants are kept informed of the activities and progress of programs.

Assessment of the Needs of Migrant Children for Special Education and Supportive Services

The SEA interviews revealed that project proposals are expected by the SEA to state who helped with the plan, the procedure used for needs assessment, the nature of parental involvement, and the needs themselves, in prioritized order. A statewide needs assessment has not been made since Phase I of a contract with the state of California was completed several years ago. At the local level, some diagnostic work is performed by mobile units and teacher-made tests. The channels for other input, especially parents, is more informal.

Of the thirty-one parents interviewed in Colorado only 23 percent indicated having discussed their children's needs with their teachers. Fifty-eight percent of them stated they discussed academic needs while eight percent indicated health needs and another eight percent indicated nutritional needs. Twenty-five percent discussed other needs.

Other efforts besides teacher contacts have been made in parental involvement, however. The SEA states, in fact, that much effort has been made in this area. Weekly or bimonthly meetings are attempted through movies



and back-to-school nights, potluck dinners where the school provides part of the food, childrens' displays, skits, entertainment provided by parents, picnics, and so forth. Each event, attended by the entire family, is preceded by a short meeting. In this way, informal needs assessment, evaluation, and home-school liaison occurs.

In addition, regional Parent Leadership Conferences are conjointly sponsored. These, apparently, are not universally attended. Only 29 percent of the PAC members interviewed indicated that they had received any training in preparation for their PAC membership functions.

A multi-agency-developed pamphlet describing parental involvement techniques is disseminated to LEAs by the SEA. The migrant coalition provides a booklet detailing services available to migrants for distribution to parents by family contact workers.

#### Project Design to Meet the Special Needs of Participating Children

Administrative guidelines are provided by the SEA as well as technical assistance in writing proposals. Our data indicate that a comprehensive project proposal form is provided by the SEA to LEAs who are expected to initiate project proposals. Of the five project directors interviewed in Colorado, three considered the SEA extremely effective in providing assistance in project design and preparation of project proposals. The other two considered the SEA very effective.



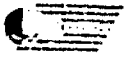
According to the SEA interview data, intrastate coordination between agencies and between LEAs via the Boards of Cooperation Services regularly occurs. For example, the migrant education, Title I, and Follow-Through programs conjointly sponsor Parent Leadership Conferences. Coordination occurs with the State OEO, Title III-B program in the areas of Head Start, Day Care and Supportive Services, the Department of Health and others in providing health services, and the Department of Welfare and Social Services regarding food stamps and other services available to parents.

Unwilling LEAs are reminded by the SEA to meet the needs of all children in their schools. Our data indicate that the biggest hurdle is getting an LEA to admit that a child is migrant. Sometimes, direct contact with local school boards brings about the desired effect.

No qualification standards, guidelines for continuing education or salary schedules have been developed specifically for migrant education personnel.

#### Allocation and Delivery of Funds to Appropriate Service Areas

Funds are allocated programmatically. Each LEA describes the type of services to be provided and the SEA considers the comprehensiveness of the program. On that basis the LEA budget is approved. All project directors interviewed considered the SEA very effective in acting promptly upon project proposals once they were submitted.



When a budget is approved, a statement is included providing for the readjustment of the allocation should projected enrollments change. Money is delivered on a monthly basis; quarterly requests for funds are submitted.

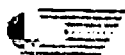
While project applications are not required to detail other services being used, other available funds are listed in order to assess LEA budget needs. For example, food costs might be covered by another agency while the salary of the cook might be paid from migrant education funds.

Local CPAs conduct annual LEA financial audits. Equipment inventory records are maintained by the SEA.

### Project Implementation and Monitoring

The SEA interview data indicates that the SEA tries to adhere to two site visits a year for the purposes of providing technical assistance, monitoring, and evaluation. Checklist visitation forms are completed for each visit and letters are sent to LEAs regarding recommendations. The recommendations are then followed up on the next visit. All five project directors interviewed considered the SEA effective in providing technical assistance in the operation of projects. Three of the five directors considered the SEA extremely effective.

SEA meetings with other agencies (Adult Education, Titles III and VII programs, Vocational Education, Career Education, Bilingual Education, etc.) are currently being held to explore the possibility of setting up a



Materials Resource Center. Three mobile units disseminate information about innovative practices and provide most of the pre-service and in-service training.

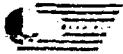
Seventy-eight percent of the aides interviewed in Colorado stated that in-service training designed specifically for the education of migrant children had been provided them. All considered it adequate. Sixty-seven percent of them, however, did feel a need for additional in-service training.

Five of the seven teachers and three of the five project directors interviewed in Colorado believed in-service training adequate. All teachers and project directors believed pre-service training adequate. Teachers believed more intensive training and instruction by people with practical experience would improve training.

Our data indicate that one Colorado unit recently video-taped a number of Colorado projects to be viewed by personnel in Texas schools into which Colorado migrant children were expected to go. These tapes were sent to Texas to be used as part of the Texas in-service training program. A reciprocal tape from Texas is anticipated.

Teacher exchanges with Texas also occur. Colorado expects to utilize the aide training package being developed in California. In addition, since Colorado participated in the New Jersey pilot program in recruitment, the SEA hosted a conference in November 1973 to introduce that recruitment program to western states.

The survey results indicate that travel authorizations for SEA staff to attend out of state meetings are available as long as written invitations to participate are received and given to the state commissioner.



### Evaluation of Project Effectiveness

LEAs and mobile units annually complete evaluation forms designed by the SEA. The State Evaluation and Planning Unit then collates them into a state evaluation report. One section includes a checklist for behavioral observations. The SEA is now requesting test data.

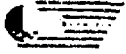
Our data indicate that SEA evaluative statements are made on monitoring visits. Some evaluative input from parents is received from family contact workers and informal contacts through parental involvement activities.

Monthly mobile unit meetings provide an informal channel for LEA evaluations of SEA activity.

### Revision of Project Treatments and Formulation of Future Plans which Reflect Projected Changes in the Size, Composition, and Mobility of the Target Population

As a result of monitoring visits, the SEA interview data indicate that changes are made in project treatments as the need emerges. Population figures are continually monitored using other agency input and quarterly reports.

During the summer months, busing across district lines presents no problems. However, during the school year, tuition arrangements and



various state laws create problems. Our data indicate that the SEA circumvents these by using the vehicle of the Board of Cooperative Services.

Teachers hired for summer programs understand that RIFs may occur. Aides, usually one per 20 children, are hired on an hourly basis. Only three to four teachers are hired during the school year, and they are hired by districts. The SEA director states that districts make allowances for employing them in other ways when the children move on.

There are no formal SEA project review procedures. The SEA does not forecast future LEA staff requirements.

## MICHIGAN

Allocated \$3,943,416 for FY 1973 to serve an estimated 15,000 migrant children, the state migrant education office includes a director, three full-time consultants and one-part time consultant. Figure X-5 shows where the migrants are concentrated. The state of Michigan, while not using a regional structure in the administration of migrant education funds and delivery of services, is organized according to Intermediate School Districts. The migrant office sometimes makes use of this existing structure to coordinate multi-district projects, deliver in-service training, and circumvent unwilling LEAs. Acceptance of the migrant education program at the local level is neither universal nor, in some cases, enthusiastic.

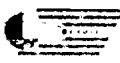
A bill was introduced into, but not passed by, the state legislature which would have required school districts to make buildings and buses available for use by migrant children. Some districts currently will not permit usage since they are not concerned with the education of migrant children.

Our data indicate that un-met needs according to LEA input to the SEA include additional bilingual staff, more comprehensive in-service training, more extensive use of the MSMTS, and expanded health and guidance services. If additional funds were available, they would be used for health programs, teacher training, and additional bilingual staff. Additional funds would also provide classes for older children at labor camp sites.

FIGURE X-5 MAP OF MICHIGAN WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

X-54





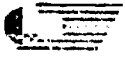
The state objective for pre-school through grade two according to the SEA interview data, is the teaching of oral language. In addition, emphasis at all grade levels is placed upon improving self-image. Reading and language arts are emphasized for grades two through six. Since it is difficult to get secondary level children to school because most of them work, buses are provided for night classes. Reading and language arts continues to be the primary focus at this level while career guidance classes are the priority for out-of-school youth. The English oral language and self-image development differ for non-migrant education programs and activities.

The most significant outcome of the program is considered to be student improvement in language arts skills. Our data further reveals that acceptance of and commitment to the migrant education program by local communities and LEAs were the major problems encountered in implementation of the PL 89-750 program. Due to lack of funds, gaps still remain in the program for providing services to those beyond the sixth grade. Modifications being considered for the Title I migrant education program are in the area of evaluation and in the use of criterion-referenced materials.

#### Identification and Recruitment of Eligible Children

The SEA has not specifically assigned state recruiter responsibilities to a SEA staff member. The SEA states that LEAs utilize social workers, usually three in each location, who are in and out of the labor camps on an almost daily





basis. Of the forty-two parents interviewed for this survey, 88 percent were aware that the school had a special migrant education program. However, of these, none had been informed of it by social workers or other project personnel and only 11 percent had learned of it from teachers or other school personnel. The remainder learned about the program from newsletters, friends, their children, other community organizations, and PAC members.

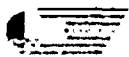
Input from the State Labor Department Employment Service provides estimates of the number of migrants expected in an area. This, combined with the number served the pervious year, is the basis for estimated enrollment figures.

A SEA staff member is assigned responsibility for the MNRSE. This includes training and monitoring.

The SEA has produced films, slides, radio tapes, pamphlets, and brochures for distribution to superintendents of all LEAs and all agencies serving migrants. Agencies informed include OEO, Department of Agriculture, service organizations, health agencies, social service agencies, parent groups, and community action groups.

#### Assessment of Needs of Migrant Children for Special Education and Supportive Services

In areas with year-round programs, input from parents in the area of needs assessment is possible. Of the forty-two parents interviewed for this survey, 43 percent indicated having discussed their children's needs



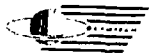
with their teachers. Of these, 49 percent discussed needs in the academic areas, 29 percent discussed health needs, 10 percent discussed nutritional needs, and 12 percent discussed other needs.

Our SEA data indicate that the evaluation report for the previous year is also used for needs assessment. Essentially, the national and state goals in language arts and cognitive skills form a framework for local assessment. In addition, the SEA provides in-service, pre-service, and project director workshops in needs assessment. Project proposals include the plan for needs assessment as well as an indication of the nature of parental involvement.

Through letters to LEAs, the SEA supplements local awareness of other sources of funds and services available for meeting the needs of migrant children. The State Interagency Committee on Migrant Affairs, mandated by the Governor, provides input to the SEA in this area.

#### Project Design to Meet Special Needs of Participating Children

An administrative handbook and guide for writing proposals is provided by the SEA. Proposals are initiated from the LEA level. Technical assistance is provided by the SEA in the form of continual monitoring and development of evaluation procedures. The pre-service project directors' workshop provides additional assistance. The five project directors interviewed in Michigan considered the SEA effective in providing assistance in project design and preparation of project proposals.

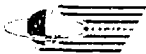


Intrastate coordination is facilitated by the State Interagency Council on Migrant Affairs. Our data indicated that coordination with the State Department of Social Services, in the area of infant care, and with the state OEO Title III-B migrant program is accomplished by the SEA. Other agencies where coordination with PL 89-750 occurs include the Department of Health, State Office of Civil Rights, and the Department of Labor.

Since many LEAs consider migrants unimportant, circumvention of unwilling LEAs is a problem. In the last two years, two large districts have refused to participate. Intervention at the state level through the Governor's Office, State Civil Rights Commission, and parent groups has failed to put adequate pressure on the state legislature to get a mandate forcing LEAs to allow use of buildings and buses. Nevertheless, three new projects were initiated during fiscal 1972.

Multi-district projects are coordinated by the Intermediate School District offices in Michigan. The SEA contracts with them to act as the LEA and they in turn subcontract to individual schools. In some cases, the Intermediate District hires half or all teachers. Intermediate offices also coordinate curriculum and disseminate information.

Because teacher salary schedules are tied to the local level, the SEA has avoided efforts in the area of qualification standards, salary guidelines, and requirements for continuing education of professionals and paraprofessionals.



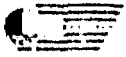
## Allocation and Delivery of Funds to Appropriate Service Areas

Our data indicate that the decision regarding the amount of funding an LEA receives is primarily an arbitrary one made by the SEA office. A major factor in the decision process is the educational delivery component being implemented by the LEA. While the number and concentration of students is considered, and there are some line item limits (e.g., the amount of food depends on the number of children to be served), the amounts allowable for such items as salaries are dependent on LEA policies. After ascertaining what budgetary items are reasonable, consideration is given to the comprehensiveness of the program.

Of the five project directors interviewed, four considered the SEA somewhat effective in acting quickly upon project applications once they were received. One director considered the SEA not very effective.

Reallocation of funds is possible if the SEA is notified of the desire to transfer funds within the first week. Since summer programs do not submit reports during the operating period, the SEA ascertains actual enrollment figures through telephone exchanges. Because teacher contracts during the summer programs stipulate the possibility of RIF actions, teachers are not retained in defunct programs. Generally, teachers have been transferred to operational programs.

Project proposals are required to list the sources of funds from other agencies. The SEA provides technical assistance in preparing such



### Project Implementation and Monitoring

The SEA spot-checks the MSRTS for the system's accuracy via inspection of the regular printout from Little Rock and the monitoring of student records within the state of Michigan. While the health information on the MSRTS is considered useful, academic information is of little use because it is not sufficiently specific. Test information is somewhat helpful, provided the teachers understand the test. However, the SEA believes more specific information is needed on the child.

Checklist monitoring forms are completed by SEA staff after each on site visit and a copy is sent to the LEA involved. Visits clarify procedures including the use of the MSRTS forms and explain to teachers the use of the state curriculum materials.

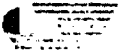
In addition to site visits, assistance is provided for the development of in-service programs initiated by the LEA or Intermediate School District. Often, the state provides a framework for in-service sessions while local units fill in specific topics to be covered. Project applications must designate the number of days set aside for pre-service and in-service education.

Eighty-one percent of the 26 aides interviewed stated that in-service training programs designed specifically for teaching migrant children had been provided for them. Of these, 73 percent considered them adequate. However, fifty-six percent of all the aides felt a need for more in-service training.

All the project directors, and approximately one-half the teachers interviewed, considered in-service training adequate. There apparently is a breakdown in communications between teachers and project directors or there is a difference in definition of goals and objectives for in-service education by each group. In the area of pre-service training, all project directors and 88 percent of teachers considered it adequate. When asked for recommendations to improve training, teachers cited more intensive training and instruction by people with practical experience.

The Migrant Education Center at Central Michigan University is no longer funded. Problems with the university's desire to remain operationally autonomous rather than to act as a service unit forced the SEA to shift to a Materials Resource Center which provides audiovisual materials but no in-service training.

Interstate coordination is accomplished through the teacher exchanges with such states as Texas, Florida, and Arizona and through attendance at national and regional meetings. Developed in Michigan, the MISTOL curriculum unit which is primarily geared to pre-school through second grade, is distributed to other states. Cooperative efforts in teacher training and curriculum exchange have occurred with Ohio, Indiana, Illinois, and Wisconsin. Our data indicate that because of the state regulations on out-of-state travel for teachers, total coordination has not been possible. However, attendance at multi-state meetings by SEA staff is not hampered by restrictions on travel, because federal funds are used for this purpose.



### Evaluation of Project Effectiveness

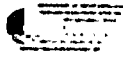
Every project hires an evaluator who is trained by the SEA or has training in this area. They then complete local evaluations and submit them to the State Research Department who compiles the state evaluation report. The Research Department also monitors the evaluators.

Of the five PAC members interviewed in Michigan, three stated that parents serving on PAC provide input regarding program effectiveness.

Our SEA data indicate that the state has established a list of performance objectives against which IEA progress is measured. Test scores are also used. During the summer of 1973, in addition, measures were made in the affective domain. The SEA plans, further, to use the mandated state-wide assessment of tests of fourth and seventh grade students to compare migrant children with the rest of the school population.

### Revision of Project Treatment and Formulation of Future Plans which Reflect Projected Changes in the Size, Composition and Mobility of the Target Population

Our data indicate that changes in population statistics are noted through SEA monitoring visits and the final ADA reports. Once in operation, there is very little change in projects, however, unless triggered through



monitoring visits. The SEA has developed formal project review procedures based upon monitoring reports and the SEA's own end-of-year evaluation which includes student performance.

Three mobile unit classrooms are available for students unable to attend school sites. Busing across district lines is also possible to adjust for changing concentrations in the populations. Thus far, the SEA has been able to effect the transfer from defunct to operational projects. Teacher contracts, nevertheless, stipulate that RIF actions might occur. The SEA forecasts future requirements for teachers in migrant education based on expected enrollment figures from grant applications.



## NEW JERSEY

Allocated \$2,075,935 for FY 1973 to serve an estimated 5,000 children, the New Jersey SEA Migrant Education staff includes a director, an assistant director, and four coordinators. Figure X-6 shows where the migrants are concentrated. In New Jersey there are often several school districts within a county. LEAs are school districts and may include several schools.

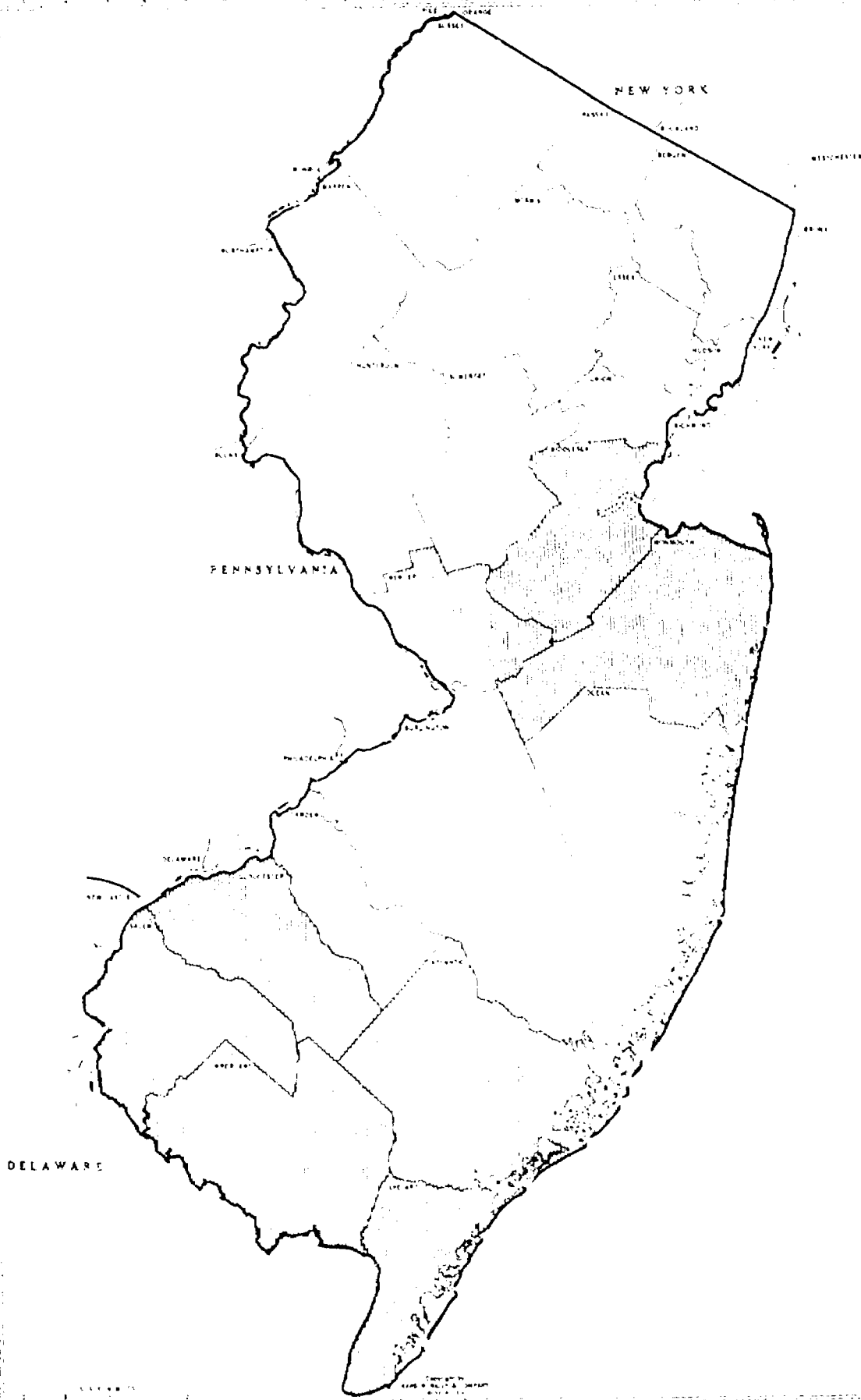
Our SEA data indicate that program changes since 1966 have been toward meeting more health needs, increased social awareness, and curricular movement away from text book orientations. Unmet needs, according to LEA input to the SEA, include additional bilingual staff, more oral language programs, more comprehensive in-service education, more extensive use of the MSRTS, expansion of health and nutritional programs including vitamins, clothing and shoes, and more student field trips.

If additional funds were available, unmet needs in supporting services which would be met by the SEA are in the areas of health and social service-school liaison. In the educational area, mobile units and tutorial services would be expanded.

For pre-school children, the SEA objectives, in order of priority, are in the areas of self-concept, enrichment (building on personal life experiences), language development, social awareness, and physical development. In the elementary grades, continual emphasis is given to the area of physical development. There is less emphasis upon the testing of migrant children.

FIGURE X-6 MAP OF NEW JERSEY WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

X-65



Significant outcomes of the program according to the SEA include the fact that children are able to more freely integrate themselves into the New Jersey and other state programs, greater development of positive self-concepts, and greater achievement in academic areas. The major problems in implementation of the program were negative community attitudes and lack of acceptance by LEAs of the fact that there were migrants in their area. These were resolved through staff contact, community education, and publicity.

Gaps still remain in day care, extended day care, and consistency in the definition of a migrant. Our data indicate that modifications being considered for the program by the SEA include guides for stronger state control and more inter-departmental cooperation and communication. More consistent inter-state objectives and precise measurable behavioral objectives are also needed.

#### Identification and Recruitment of Eligible Children

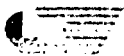
The New Jersey recruitment program is described operationally in some detail in the Noteworthy Projects section of this report. The management and administration of this program, interestingly, is accomplished through an LFA specifically designed and funded for this purpose. The project director of this LFA cooperates with Agriculture and Labor Department staff in locating areas where migrants are functioning and directs the operation of recruitment teams which operate in the two regions into which the state is purposely divided. By assigning the operational function to an LFA, the SEA circumvents the state limitation on administrative components functioning as operational components.

In addition, by local hire of recruiters, state civil service salary limitations according to educational background are circumvented. Thus, recruiters, without high school educations but with the necessary experience and capability, are able to be paid higher salaries commensurate with their actual usefulness.

The state recruiting team, which covers the entire state, serves the two functions of survey and recruitment. Potential areas are surveyed to first determine if migrants are there. If evidence of mobility is discovered in camps designated by the state Agriculture and Labor Departments and others, the recruitment is immediately initiated in order to certify children and complete MSRIS forms. Recruiters also function in community liaison capacities.

Of the fourteen parents interviewed in New Jersey, 86 percent were aware that the school had a special program for migrant children. Of these, however, only 20 percent stated they had learned about it from recruiters or other project personnel. Half of the parents had been told by teachers or other school personnel. Twenty percent had learned from newsletters and the remaining 10 percent had been told by friends, children, other civic organizations, or PAC members. To capsulize, assuming parents may have considered recruiters as members of the school personnel, between 20 and 70 percent of the 86 percent of parents aware of the migrant program were probably contacted by the New Jersey recruitment system. This is not surprising since nine full-time staff members and three half-time staff members are expected to cover the entire state. The individual worker's case load, then, becomes astronomic.

In spite of the heavy caseload, enrollment has increased by 30 percent since the inception of the program, according to the program coordinator. When



the program began, recruiters were working with twenty-two schools. They have now located eighty-two schools that contain migrant children.

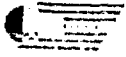
A recruitment manual, four to six week pre-service training, and weekly staff meetings in regional offices provide ongoing technical assistance to recruiters. The state, then, assumes primary responsibility for locating eligible children although, occasionally, a school nurse or teacher may report migrant children.

A teletype operator employed by the SEA supervises the MSRTS. Training is done by the staff from Arkansas as part of their contractual responsibilities.

A private firm is contracted to provide public relations. The \$30,000 contract yields films, television spots featuring celebrities, and so forth. A newsletter is published three times a year and sent to legislators, civic organizations, and other persons who should be concerned.

#### Assessment of the Needs of Migrant Children for Special Education and Supportive Services

The SEA data indicate that migrant student needs are determined by LFA self-evaluations of the program and through workshops with the entire staff. Local assessment is continuous while the state assessment has not been updated. SEA guidelines for needs assessment are not provided, although technical assistance is provided when necessary. Recruiters who act as a referral service are relied upon for needs assessment, especially in the supporting area. State curriculum coordinators also keep abreast of needs.



Parental involvement has been difficult to achieve. However, the Pilot V Video Tape Curriculum Project has met with more success. Half of the parents interviewed in New Jersey indicated that they had discussed their children's needs with teachers. School liaison persons generally are the sources of parental input.

LEA funding is not directly dependent upon parental involvement, although the required use of recruiters and curriculum coordinators indirectly addresses this issue.

#### Project Design to Meet Special Needs of Participating Children

The SEA provides administrative guidelines and assistance in writing project proposals. Careful examination of proposals is made to ascertain that services supplement, but do not supplant, the existing program. The SEA data indicate that equipment and personnel requests are carefully studied to determine if they can be funded by other sources. Funds sometimes need to be withdrawn.

Three of the four project directors interviewed in New Jersey considered the SEA extremely effective in providing technical assistance in project planning and preparation of project proposals. The other director considered the SEA not at all effective.

Information about successful projects operating in other states is disseminated by the SEA. Research material and in-service training has been

provided through the New York Migrant Study Center. Bilingual programs operating in other states are also examined.

In areas where IEAs are unwilling to participate, the SEA staff talk with the state commissioners. Since state law requires that all children must be provided for, other state aid can be withdrawn. In one case, a school district was overcharging for use of buildings. When the SEA threatened to withdraw funds, negotiations reduced the rent from \$2000 to \$200.

No qualification standards for professionals and paraprofessionals have been developed.

#### Allocation and Delivery of Funds to Appropriate Service Areas

Criteria used by the SEA in the selection of projects include the concentration of migrant children and the attitude of the LEA. The State Board of Education passes on the approval of projects.

More specifically, recruiters double-check LEA reports on the number of children served. Then, on the basis of the number served, prior experience with the LEA, and review of LEA needs, the amount of funding is decided. Summer programs are funded if all the children meet the migrant definitions as stated by the SEA.

Three of the four project directors interviewed considered the SEA extremely effective in acting quickly on project applications. The other director considered the SEA only somewhat effective.

Not all funds are allocated to the districts. Thus, when additional funds are needed, they are available. Children have never failed to appear. However, they have arrived late. Teachers work on curriculum during the waiting period and then begin working as soon as one child appears.

Annual LEA financial audits are conducted by the state audit department. The SEA maintains an equipment inventory.

The SEA data indicate that LEAs are generally aware of other funds available, although the SEA provides assistance where necessary. Funds provided by the state for seasonal workers (\$45,000 last year) are no longer available, so some projects will be cut this year.

At the intra-state level, coordination and dissemination of information occurs through the recruitment team and in-service training. Through the Governor's Task Force a cooperative venture with other agencies serving migrants yielded an information center in a bookmobile. Coordinated efforts occur with the Department of Health in the area of dental services; Department of Labor regarding crop conditions, labor movements, and criteria for housing inspection; Department of Agriculture where monthly meetings with growers and processors provide an inside look at agriculture in the state; Department of Welfare; and the state OEO, Title III-B program which provides day care, medical services and transportation.



## Project Implementation and Monitoring

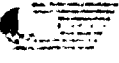
SEA site visits to IFAs are made as needed rather than on a scheduled basis. Reports are made when necessary and sometimes letters are sent to IFAs. Recruiters are in and out regularly. All four project directors interviewed in New Jersey considered the SEA extremely effective in providing technical assistance in the operation of projects.

In-service programs organized by the SEA in cooperation with IFAs provide technical assistance in specific areas - primarily, utilization of the MSKTS and gaining local acceptance of the migrant education program.

Of the ten aides interviewed in New Jersey, half reported being provided in-service training specifically designed for the teaching of migrant children. All considered the training adequate. Forty-three percent of the aides interviewed felt a need for more in-service training.

The three teachers responding considered pre-service training adequate while two of the three project directors answering concurred. In the area of in-service training, three of the four project directors interviewed felt it was adequate and six of the seven teachers interviewed agreed. Suggestions by teachers to improve training included more intensive pre-service training, more frequent in-service training, and instruction by people with practical experience.

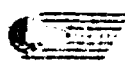
The SEA cooperates with but no longer operates the Resource Center at Glassboro. The college at Glassboro offers an IFA child study program for college credit which emphasizes migrant children.



Mobile units are no longer run in cooperation with Vocational Education due to a change of policy within the state Vocational Education Department. In the past, the Mobile Units were utilized for migrant summer programs and then transferred to the Vocational Education program for the regular school year. However, the six mobile units purchased with migrant funds are now available to migrant children during the regular school year. With a few exceptions where classroom teachers are funded, the mobile units provide the entire regular school year program. Units are provided upon LEA request and usually remain a half school year. Participating students are selected by the LEA. Surrounding LEAs are invited to make visits to the units in order to publicize the units and encourage requests for them..

The SEA coordinates with migrant education programs in other states. New Jersey mobile units have been used in New York for students during the day and adults at night. The recruiter pilot program developed by New Jersey has included workshops conducted for eight states to assist them in developing similar programs. A joint proposal with New York, North Carolina, Virginia, and Florida is being developed to study behavioral objectives on an interstate basis. In cooperation with Georgia, the SEA is working on follow-up services for families as part of parental involvement. Interstate cooperative efforts also include the Florida "Up the Stream" publication which lists programs in receiving states and attendance at national and multi-state conferences and meetings.

Strong directives to attend out-of-state meetings are required from USOE to justify any SEA out-of-state travel to state authorities. The SEA is



currently limited to sending only one representative to meetings. The state department of education does not allow New Jersey teachers to participate in interstate teacher exchange. However, teachers from Florida, Maryland, North Carolina, Delaware and Texas have been received by the LEAs.

### Evaluation of Project Effectiveness

No specific measures of project effectiveness have been developed. If projects have not had an effect on the children or if they are supplanting rather than supporting existing programs, the project may be dropped.

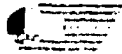
Our data indicate that LEA self-evaluations are primarily narrative assessments of project effectiveness. These self-evaluations, in addition to test results, are then collated at the SEA office to develop the state evaluation report. In addition, an outside evaluation consultant was hired by the SEA to visit selected FY 1973 summer programs. Classroom observations and site inspections to include assessments of cleanliness, menus, and other operational items were made. These will be included in the forthcoming evaluation report.

### Revision of Project Treatment and Formulation of Future Plans which reflect Projected Changes in the Size, Composition and Mobility of the Target Population

Formal project reviews are conducted annually by the SEA staff. Projects are then funded, amended, or dropped.

The SEA data indicate that changes in the migrant population are continuously monitored by the recruiter team and projects revised accordingly.

Busing across district lines presents no problem although the SFA tries to limit this to 20 miles or 30 minutes. The six mobile units provide flexibility in project treatment. The SFA does not forecast future requirements for migrant education.



## NEW YORK

An estimated 4,200 students were served during FY 1973 with \$2,797,056 allocated to the state of New York. Figure IV-7 shows where the migrants are concentrated. A director and 3 full-time associates administer the migrant education program. In addition, six professionals work part-time. Their joint part-time efforts constitute one more full-time employee on the staff. An additional \$90,000 has been allocated by the state since 1955 for use, primarily, in day care.

The SEA data indicate that local and subcontractor autonomy is a serious factor to be dealt with in the New York Migrant Education program. State law requires that SEAs merely administrate and do not function operationally. All operational components must be subcontracted.

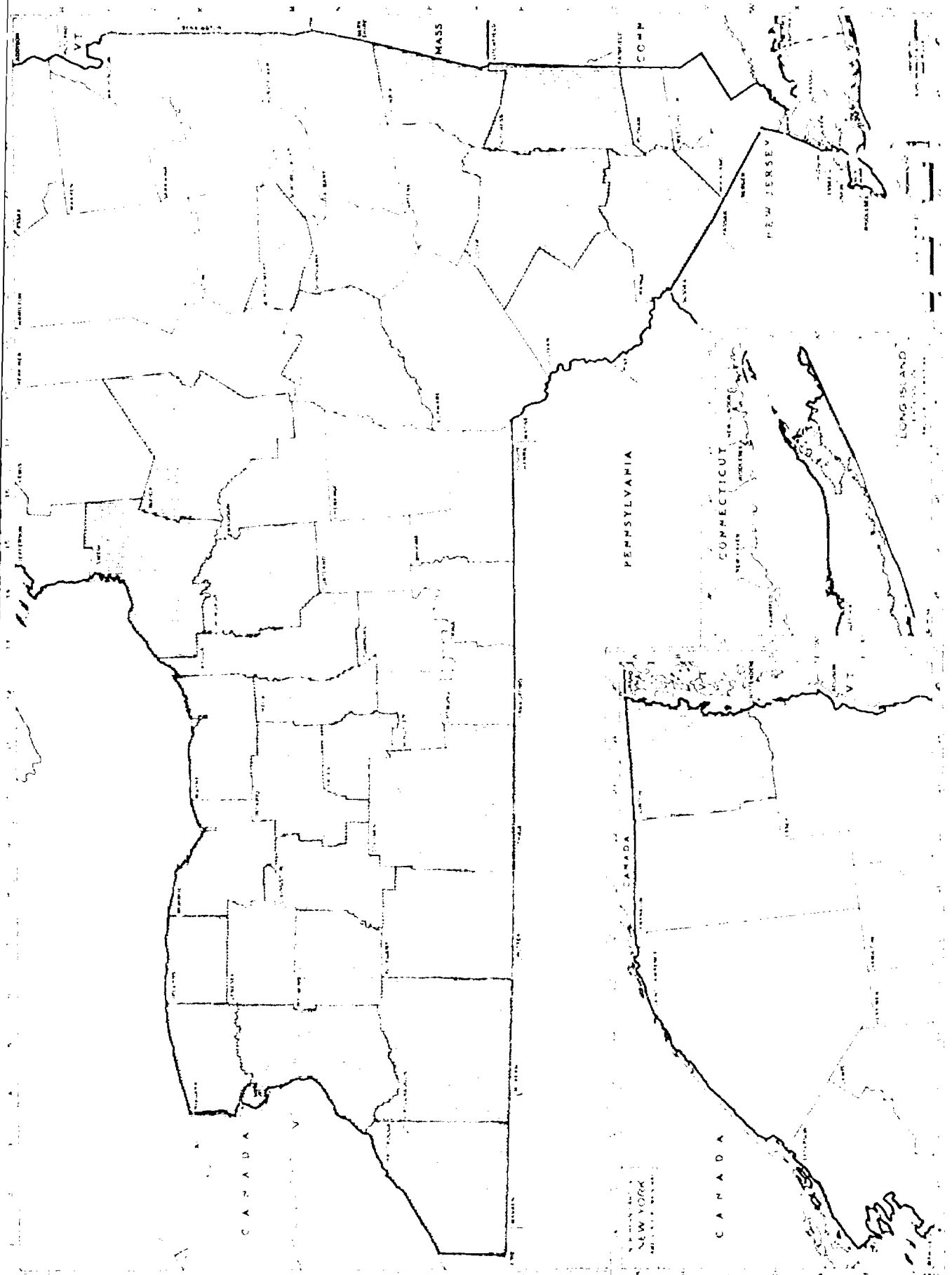
The major thrust of the program has been towards the basic skills such as reading and math. Changes that have occurred in the program since 1966, then, are in delivery mode rather than in development of new objectives and priorities.

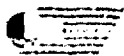
Unmet needs, according to LPA input to the SEA, include more comprehensive in-service education, more extensive use of the MSRTS, additional tutorial and recreational programs, a home reading program, expanded health and nutritional services, and expanded guidance services.

If additional funds were available for meeting students' needs in the supporting area, emphasis would be given to comprehensive services planning with

FIGURE X-7 MAP OF NEW YORK WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

X-77





various agencies. In the educational area, tutorial programs including home reading and parental involvement activities would be expanded.

Our findings indicate that in the preschool age group, objectives in order of priority, are motor skill development, adoption of school materials in the home, social awareness, parent education, and home intervention. In the elementary grades, reading, mathematics, and language skills are emphasized. At the secondary school level, language skills, mathematics, social awareness, and noncognitive performance skills are priorities while basic and occupational skills are the focus for out-of-school youth. None of the objectives differ from those for non-migrant education programs.

The most significant outcomes of the program are student gains in reading and mathematics and the fact that the migrant child has become more visible and less passive in terms of their self-concept. Major problems encountered in implementing migrant education have centered around the fact that the SEA has little control over subcontractor IEAs. State regulations prohibit the SEA from fulfilling operational functions. In addition, state guidelines often conflict with federal guidelines.

There is still a need to conduct a survey of all services to identify gaps. It should be easier, for example, for migrants to gain services from other federal agencies. Modifications being considered for the program include more interagency involvement and a shift in emphasis from indirect to direct services.

## Identification and Recruitment of Eligible Children

A member of the SEA staff coordinates acquisition of the area's census information on migrants. This is referred to as the SEA's "Census Project." Information is gathered from project application estimates and compared with the number served the prior year. The number of MSRTS records generated the prior year is also considered. The Bureau of Statistical Services distributes a summary of the number of migrant children by age. Copies of all labor contracts written are obtained from the Department of Labor. Camps registered with DOL are coded according to school districts. All this information is then collated and 12 recruiters, using SEA generated guidelines, go into the field to locate children.

The twelve recruiters, covering the twelve regions into which the state is divided for recruitment purposes, are hired by four or five LEAs but centralized by the SEA staff member who conducts a half-day training workshop. In this way, the prohibition against the SEA functioning operationally is circumvented. Training is considered adequate since those hired are already experienced in this area.

Our data indicate that the SEA, therefore, assumes prime responsibility for locating new LEAs. Only persuasion can bring service to pre-school and drop-out migrant children, however, since schools are not required by state law to serve these age groups. Many LEAs employ social workers. This is not a requirement for funding, however. Of the nineteen parents interviewed in



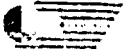
New York, 95 percent were aware that the school had a special migrant program for their children. Of these, none had learned about it from social workers or other project personnel. Sixty-one percent of those aware of the program had learned of it from teachers or other school personnel. Eleven percent had learned from newsletter while the remainder had learned from friends, children, other community groups, or PAC members. If it is assumed that the recruiters may be confused with school personnel, the system appears to be operating adequately.

A User-Trainer, hired through the Cooperative Extension Agency and assigned to a SEA associate, supervises the MSRTS and provides training. Some schools fail to keep records up to date. By the time they fill out the enrollment forms, the student has withdrawn.

Articles in the state education publication and a migrant newsletter published by the State University of Genesco provide vehicles for dissemination of information and public relations. A film, "Educating Migrant Children," and other mass media are used. Information is sent to health agencies, social service agencies, parent groups, staff advisory groups, community action groups, the council of churches, and the Governor's Task Force.

#### Assessment of Needs of Migrant Children for Special Education and Supportive Services

Needs assessment is a local operation. In LEAs employing social workers, input comes from them as well as from school personnel. While parental involvement is encouraged and project applications ask about parental involvement,



it is not necessary for funding. The SEA can only encourage. The SEA interview data indicate that few things are specifically required of LEAs by the SEA, because the SEA believes that LEAs would then refuse to participate. With this approach, many LEAs have developed successful activities involving parents.

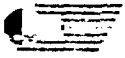
According to interview data, only 20 percent of the twenty parents interviewed in New York reported having discussed their child's needs with his teacher. Of these, academic needs were most often discussed; health needs were next.

SEA direction in the area of needs assessment is provided through mailings, monitoring reports and two meetings per year with administrators and program directors. The Inter-departmental Committee publishes a booklet listing the sources of services and funds from other agencies. The SEA co-funds with many of these agencies. Project applications are required to include the sources of funds and services from other agencies as well as the method for assessing needs.

In summary, the SEA census project locates the child. An SEA associate then goes to the school, considers the available information about the child along with other sources of services, and then works with the school to set up a program.

#### Project Design to Meet Special Needs of Participating Children

The new guidelines distributed by USOE have been incorporated into



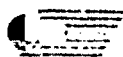
the Administrative Handbook. Help in writing proposals is given by associates who devote 40 to 45 percent of their time to technical assistance. Each SEA staff member is assigned a number of schools as his prime responsibility. Together with the school staff, he works on project development, evaluation, and upgrading existing programs. Both project directors interviewed in the state of New York feel that the technical assistance provided by the SEA in the planning projects and writing proposals was very effective.

The SEA data indicate that information about successful projects operating in other states is provided to LEAs. For example, materials were disseminated about the Florida tutorial program and California Mini-corps program. New York is not exporting in-service training.

Unwilling IEAs present a problem. When negotiation and compromise fail, the SEA asks the Board of Cooperative Services to run the program. Next, a state university is approached, and then another university with an existing network within the state (e.g., Cornell University operates an extension service across the state) is approached. Even when LEAs have been circumvented in this manner, they have remained unwilling to participate.

#### Allocation and Delivery of Funds to Appropriate Service Areas

The SEA allocates funds throughout the school year according to need and the nature of the program. In summer programs, \$4,500 for a class of ten to twelve children is used as a guide to begin negotiations. The comprehensiveness of the program, especially in pre-school, teenage, and parental



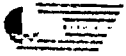
involvement areas, often necessitates modification of the guideline figure. Projects are written whenever there is a need. Both project directors interviewed considered the SEA effective in acting quickly upon applications once they were received.

When children do not arrive, LEAs are asked to disencumber funds. Since SEA associates are required to visit all LEAs, occasional cases where LEAs have not notified the SEA of defunct programs are discovered. Left-over and carry-over funds are used to support expanded programs.

The SEA participates on the Interdepartmental Committee which seeks to coordinate funds and services. Coordinated programs exist with the Department of Agriculture in the areas of day care and food reimbursement; Department of Health for medical and dental services; and the State OEO, Title III-b program for day care and adult education. Dialogues with the Department of Labor regarding the listing of camps and labor demands, and with the Department of Welfare Title 19 program also occur.

The interview data revealed that the SEA is now trying to get three hundred federal units used for housing after the 1972 New York Flood. These units, to be owned by the state, will be offered rent-free to growers. For every four or five units as housing, another will be set up as a Service Center. Service Centers, which include an educational component, will provide such things as library facilities, tutorial programs, and day care. Area colleges will operate the Service Centers.

Financial audits of LEAs are conducted by the Finance Bureau at the end of each project year. The SEA maintains equipment inventory records.



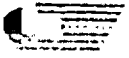
## Project Implementation and Monitoring

Our data indicate that SEA site visits are made 5 or 6 times a year. Associates file visitation reports and copies are sent to LEAs. Site visits include behavioral observations of students. Both project directors interviewed considered the SEA very effective in providing technical assistance in project operation.

In cooperation with USOE, the SEA has just completed the verification study of the MSRTS. During monitoring visits, MSRTS forms are reviewed. However, children are not interviewed in order to check their eligibility. Nonetheless, associates do speak informally with children.

The SEA conducts in-service training workshops in the areas of the historical background of the program in relationship to migrant needs, the use of the MSRTS, and techniques of individualized instruction. However, the SEA is moving away from in-service training initiated at the state level and toward LEA-initiated training. In this way, the SEA expects more teachers to participate.

Of the nine aides interviewed in New York, four stated they had been provided in-service training specifically for the teaching of migrant children. All but one considered the training adequate. The data demonstrated that twenty-nine percent of all the aides interviewed felt a need for additional in-service training.



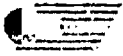
All teachers and project directors interviewed considered pre-service and in-service training adequate. Teachers suggested that if more intensive training and more time were allocated, it would greatly improve the pre-service training. No suggestions were received about in-service training.

A Resource Center, operated by the State University at Geneseo, develops curriculum in relation to a demonstration school, acts as a materials center, provides out-reach service to LEAs, publishes and distributes materials, and assesses comprehensive needs. Last year, the Resource Center spent \$25,000 to \$30,000 for research; this year, the expenditure will approach \$40,000. University autonomy sometimes conflicts with SEA requirements.

Travel, especially for funding-related activities, to national State Directors meetings is approved when mandated by USOE. However, state approval to travel for purposes of interstate coordination and training becomes more difficult.

Coordination with other migrant education programs includes dual training with Florida teachers, credit coordination between Wayne and Polk Counties and standardization of enrollment forms with North Carolina and several New England states. Multi-district projects are usually coordinated through the Boards of Cooperative Services, especially in rural areas.

The SEA encourages LEA participation inter-state teacher exchange programs. Exchanges have occurred with Florida, Texas, Alabama, Georgia, Massachusetts, and Virginia. No inter-state aide exchange has occurred.



### Evaluation of Project Effectiveness

The Urban and Rural Evaluation Bureau, using Title I guidelines, advises the SEA in the area of evaluation. LEAs design their evaluation program which must be approved by the Evaluation Bureau before projects are approved. Monitoring reports also review the LEA evaluation progress.

Self-evaluations by LEAs become part of the statewide evaluation report compiled by the Evaluation Bureau. The results of standardized tests, usually the WRAT, are also included.

### Revision of Treatments and Formulation of Future Plans Which Reflect Projected Changes in the Size, Composition and Mobility of the Target Population

Formal project review by the SEA staff occurs annually. At this time, the evaluation report is reviewed to assess project effectiveness.

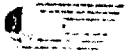
Funds were removed only once from an ineffective LEA. Caution is observed in this area, because the SEA believes such action might result in sympathetic LEAs canceling their programs. The overall state program, then, could conceivably be reduced by one third. Diplomacy and negotiations are used, instead.

Our data indicate that disencumbrance of state funds by LEAs with no migrant children and allocation of carry-over funds provides fiscal flexibility in revising ongoing projects. Busing across district lines is also possible. Contracted teachers must be retained. Generally, they remain to write curriculum until some (or one) children arrive. Then, they move into

a tutorial approach. No mobile classrooms or service units are owned by the New York PL 80-750 program.

The SEA does not forecast future requirements for teachers in migrant education. However, various colleges and universities are beginning to upgrade and develop special programs for the education of disadvantaged children.





## NORTH CAROLINA

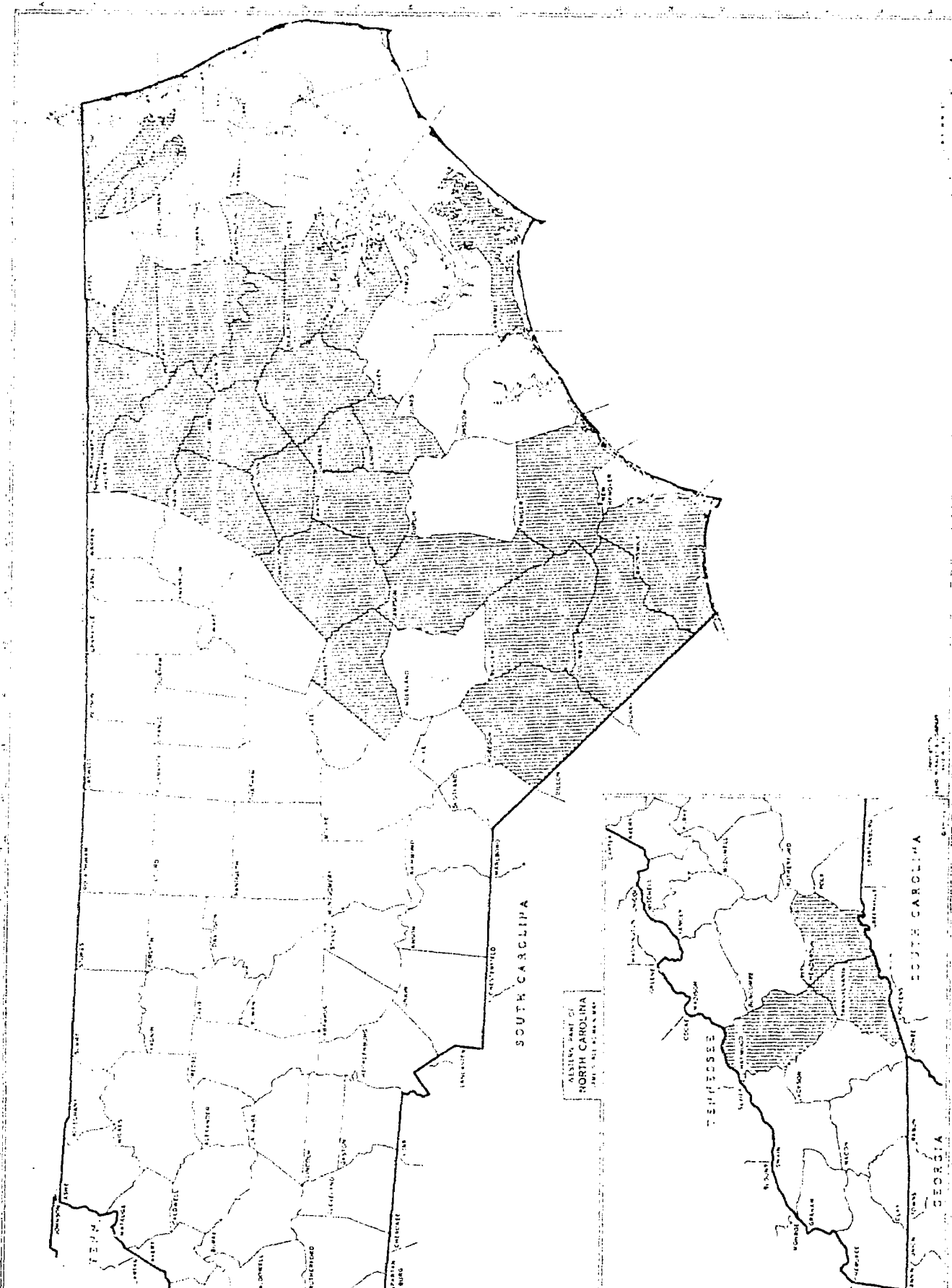
Allocated \$1,420,842 for FY 1973 to serve an estimated 3,500 children, the North Carolina Migrant Education staff includes the services of one full-time director, three consultants, one half-time editor, and two vocational teachers. Figure X-8 shows where migrants are concentrated.

Our SIA data indicate that special attention in instructional programs is given to development of language arts, psychological services, cultural development, and pre-vocational training and counseling. Staff development, while more intensified in the migrant program, needs further effort, according to the SIA. Guidance services also need expansion. If additional funds were available to the SIA, they would be used to meet needs for more comprehensive in-service education and child guidance services.

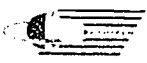
The most significant outcome of the program, according to the SIA, is the increased opportunity to prepare migrant children to compete with other children who do not migrate. Major problems encountered in implementation of the program involved securing community and local school commitment to the program. The SIA sold the program with the use of films, publications, and accounts of success stories related to educational achievements of migrant children. Gaps in the program still remain in providing more in-depth staff development opportunities and in continuous interpretation of the program to secure more commitment from local communities and superintendents.

FIGURE X-8 MAP OF NORTH CAROLINA WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

X-89



Rand McNally & Company, R.L. 73-Y-123



State approval was received to begin hiring November 1, 1973, four professionals and one paraprofessional to work on a Mobile Program Support Team to be used in eastern North Carolina where sophisticated child development resources are not readily available. The team will assist LEAs in conducting a thorough needs assessment, planning programs to meet the needs, and evaluating progress. Developed in cooperation with the University of North Carolina and the Title III program, the program will have two components: staff development and direct services to children. The specially designed trailer can remain in an area for four to six months. The professional staff, who hold masters or doctoral degrees, will include a psychologist, experienced educator, medical specialist, and social worker. Essentially, they will be refining and upgrading on-going projects. They will provide assistance in areas such as learning disabilities where local personnel cannot be expected to provide needed expertise.

#### Identification and Recruitment of Eligible Children

The three consultants on the SEA staff, working closely with representatives of the state Rural Manpower Service (Employment Security Commission) and State Health Agency, monitor the lists of migrant camps and communicate this information to LEAs. The state, therefore, assumes prime responsibility in locating concentrations of migrants. Weekly reports from local agencies also provide input in locating eligible children and making estimates.

According to information solicited from the SEA, the larger LEAs employ home school coordinators while smaller LEAs may assign these duties and others to a staff member. In some areas, nurses or persons from other agencies serving migrants do this. A staff training session conducted by the SEA and the administrative manual provide guidelines for recruitment.

Of the ten parents interviewed in North Carolina, 90 percent were aware that the school had a special migrant program for their children. Of this 90 percent, none indicated that they had been informed about the program by home school coordinators or other migrant project personnel. Seventy-eight percent had learned from teachers or other school personnel and the remaining 22 percent had been told by friends, children, PAC members, or other community organizations.

The state monitors MSRTS certification forms, sometimes interviewing children as a cross check. A SEA staff member is assigned responsibility for the MSRTS.

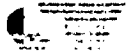
In the area of public relations, a brochure describing the hardships of migrants is distributed as well as a 16 mm film interpreting the migrant education program to community. Media releases and attendance at various meetings also inform the general community, health agencies, social service agencies, parent groups, staff advisory groups, and community action groups.

## Assessment of Needs of Migrant Children for Special Education and Supportive Services

The overall state assessment plan available to LEAs specifies the objectives to be accomplished. Needs assessment, done at the local level using all available information including MSKIS forms, then fits into these objectives and refines them. Because planning of summer programs is done before children arrive, information from prior years is used.

Parental involvement is required in all projects and project applications must include the PAC chairman's name. Minutes of PAC meetings are sent to the SEA office. State consultants, whenever possible, attend PAC meetings. Guidelines for parental involvement are included in the administrative manual which is updated annually. In addition, 75 percent of the PAC members interviewed in North Carolina indicated that they had received special training to prepare them to function as a PAC member. Half of the parents interviewed indicated they had discussed their children's needs with their teachers. Thus, dialogue occurs.

A publication, entitled "Migrant Matters", published six times a year, lists sources of other services available to meet the needs of migrant children. Part of the total needs assessment includes what other agencies and federal funds are going to do. However, precise funding figures from these agencies are rarely available in advance just as migrant education funding figures cannot be available in advance.



### Project Design to Meet Special Needs of Participating Children

Guidelines for writing project proposals are provided by the SEA. For each project being developed, a state consultant is present to assist in recruitment, needs assessment, and planning. All three project directors interviewed considered the SEA very effective in providing technical assistance in planning projects and preparing project proposals.

SEA coordination with other services, in order of meaningful contact, includes the Department of Labor for trends in labor patterns; State OEO, Title III-B program to determine what services are available through their office for the education of migrant children; Department of Health for health services; Department of Welfare to secure the number of migrant workers in the state; Department of Agriculture for trends in agriculture and labor needs; the State Department of Vocational Rehabilitation; and the North Carolina Council of Churches. Multi-district projects are coordinated by the SEA for summer programs. None exist during the regular school year.

Our data indicate that in persuading unwilling LEAs, appeals by the SEA to the State School Officer and other agencies as well as local superintendents and Boards of Education usually secure cooperation. A film describing the state program is also used.

Information about successful projects operating in other states is provided to LEAs. In addition to the publication, "Migrant Matters," regional migrant education conferences are held.

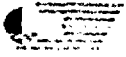
The state has not developed specific migrant education qualification standards, continuing education requirements, or salary schedules for professional and paraprofessional personnel. Regular LEA and state guidelines for teachers are used.

#### Allocation and Delivery of Funds to Appropriate Service Areas

Our SEA data reveal that the number of children, the size and scope of the program, and the commitment of the LEA to provide comprehensive coverage determines the amount of funding. Since no two programs are the same even though they may be parallel in major components, the SEA believes the type and number of teachers, aides, and nurses hired cannot be determined by a universal formula. During the regular school, small-group and tutorial teachers are usually funded.

Only two project directors assessed the effectiveness of the SEA in responding quickly to project applications once they were received. One considered the SEA extremely effective and the other considered it little effective.

State consultants visit LEAs to determine the number of children being served. Frequently it is necessary to amend or close out programs. In this case, funds are reallocated.



Project applications describe budgeting items for migrant funds only. Intent to use funds and services from other agencies is shown, but specific figures are not available.

Fiscal audits of LEAs are conducted by the Auditing Division of the State Agency. Approximately one to two programs are audited per year on a random basis of selection unless unusual situations demand audits. The state maintains an equipment inventory.

#### Project Implementation and Monitoring

Our data indicate that state consultants visit summer programs twice and regular school year programs once every six weeks. Camps are visited during site visits. Standardized visitation forms are completed and copies are sent to both project directors and local superintendents. SEA technical assistance and crisis intervention is available within a day. All three project directors considered the SEA very effective in providing technical assistance in the operation of projects.

PL 89-750 projects are monitored differently than other educational programs. More time is devoted to monitoring which is designed to enhance the progress and success of the project. At the same time, monitoring of the PL 89-750 projects is more difficult because of the transient nature of the target population.

A one-week state workshop each year for teachers, aides, nurses and other personnel coordinates curriculum and teaching methodology.



Attendance is excellent but not mandatory. The FY 1972 evaluation report includes an excellent account of the results of participant evaluations of this training.

Three of the five aides interviewed in North Carolina indicated that in-service training designed specifically for the teaching of migrant children had been provided. All considered the training adequate. However, three of the five aides interviewed felt a need for more in-service training.

Both teachers and all three project directors interviewed considered in-service training adequate. Both teachers and two of the three project directors considered pre-service training adequate. Teacher recommendations to improve in-service training emphasized increasing the frequency of training.

A Migrant Education Center is run by the state agency. In the area of in-service training, an attempt is being made to individualize services. Travel for LEA staff is often difficult; therefore, the Migrant Education Center attempts to go to them. A form of child study is provided in workshops conducted by the special state division of child study.

Intra-state coordination is achieved through the State Advisory Committee, newsletter accounts of project activities, and in-service training sessions. The SFA interview data reveal that teacher exchange has presented problems. In rural areas, teachers coming from outside the area are often resented. In addition, housing can become a problem in some racially tense areas. Free time and travel funds are often not available.

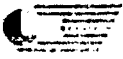
Similarly, participation of SEA staff in national and multi-state meetings, while not entirely prevented, is made difficult by state requirements for the channeling of travel requests. Migrant staff are often expected to travel no more than other agency staff whose functions do not necessarily require such intricate inter-state coordination.

#### Evaluation of Project Effectiveness

The North Carolina evaluation system surpasses federal requirements. An evaluation team comprised of SEA staff, third agency specialists in specific areas, and successful LEA teachers visit programs for one day. Behavioral observation occurs. Standardized evaluation forms designated by the SEA are used for reporting. The team, which has access to the project proposal, describes its findings in a conference with LEA staff at the end of the day. A written report follows.

The state evaluation report is a collation of information from the team evaluation, test results, and LEA self-evaluations which include input from the total staff regarding how well the LEA met its individual performance objectives. Since no state-wide testing program exists, some problems do develop because each LEA selects its own standardized test for regular school-year programs. Comparisons across projects are therefore limited. Growth sheets are used for summer programs.

Of special consideration is the use of tape recordings in the evaluation process. Highlights of the final evaluation report and subsequent



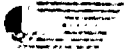
recommendations are sent to LEAs on one side of a cassette tape. The LEA staff assemble to listen to the tape, comment on it using the other side of the tape, and return it to the SEA for review. This, then, provides an excellent information exchange vehicle with which the SEA can get feedback on its own effectiveness.

The Evaluation Section of the Research Division of the Department of Public Instruction is contracted to assist in all phases of this evaluation process. One person is assigned half-time. In addition, one SEA staff member is assigned half-time to evaluation.

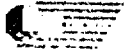
Revision of Project Treatment and Formulation of Future Plans which Reflect Projected Changes in the Size, Composition and Mobility of the Target Population

Project revision, often necessary, is accomplished through SEA monitoring visits according to on-going needs. Redirection of funds occurs. Busing during summer programs presents no problems. However, during the regular school year, legislation requiring busing to achieve racial balances, makes busing of migrants across district lines to project schools impossible.

When teachers are under contract to a program being closed out, they are generally shifted within the LEA or to neighboring LEAs. Teaching loads have been reduced but no actual RIFs have occurred. Summer program teachers know that programs may be closed early. Additional flexibility is provided by two vocational mobile units which are used for six-to-eight-week courses.



Annual formal project reviews include assessments by the entire migrant and fiscal staff. The SEA does not forecast future requirements for teachers for migrant education.



## OHIO

The state of Ohio was allocated \$ 1,394,026 for FY 1973 to serve an estimated 5,235 children. Figure K-9 shows where migrants are concentrated. An almost-half-time director and two full-time consultants make up the SEA professional staff.

Our findings indicate that prior to 1966, the program was unstructured and uncoordinated. Since then, according to the SEA director, a total restructuring in focus and services has occurred resulting in special educational materials for migrants, health and nutritional services for migrant children, and specific efforts in migrant staff selection and development. Additional SEA objectives under consideration include better coordination with other states and services for settled-out migrant children.

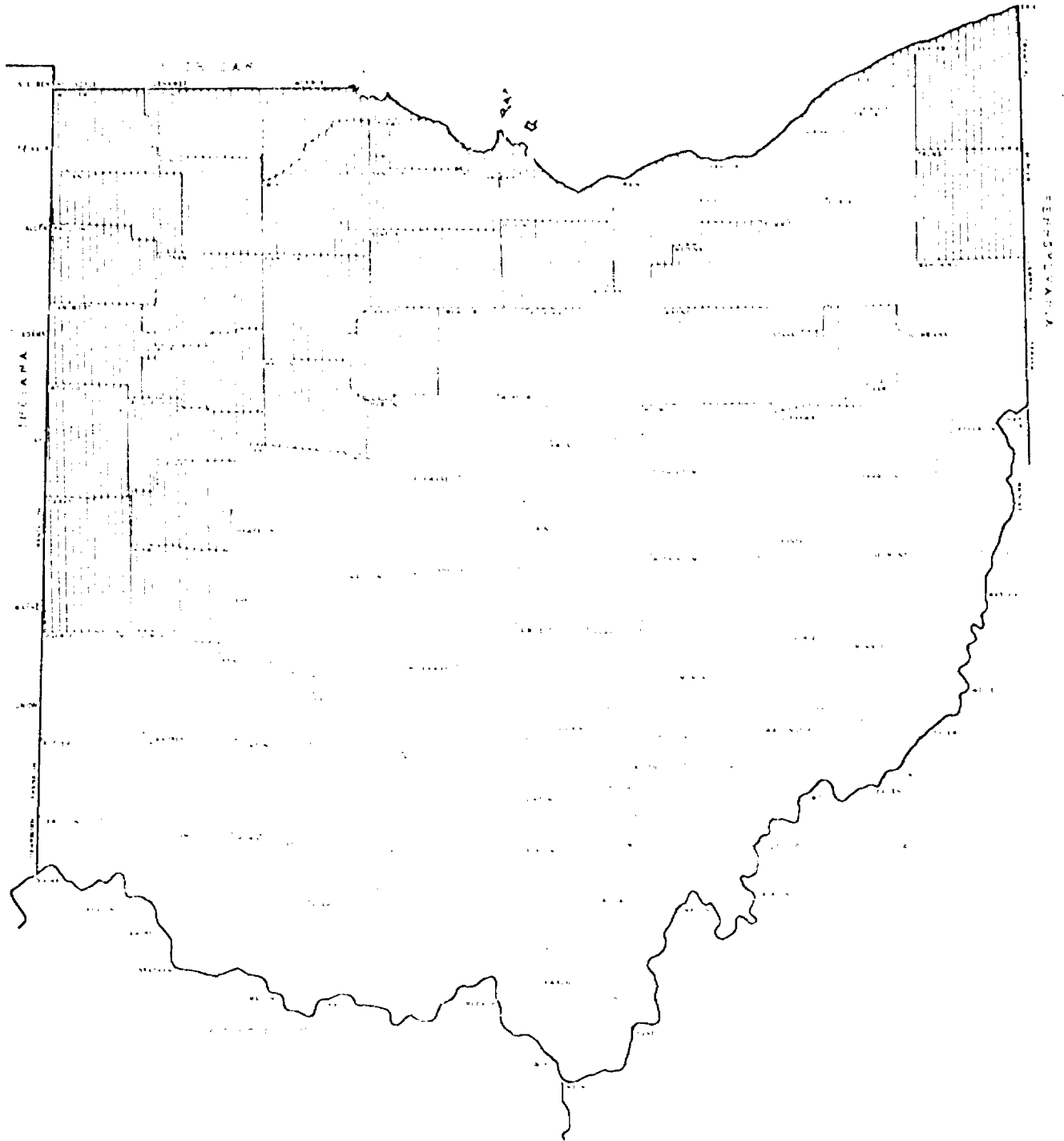
Unmet needs, according to LEA input to the SEA, include additional bilingual staff, more oral language programs, and day care. If additional funds were available, they would be used first to develop day-care programs.

Oral language, the primary objective of the preschool programs, continues to be the first SEA priority throughout all levels. In the primary and secondary grades, additional SEA objectives addressed are English as a second language and cultural enrichment.

The most significant outcomes of the program as indicated by the SEA interview data include the increased number of children enrolled, the opportunity for children to maintain educational continuity via small classes

FIGURE X-9 MAP OF OHIO WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

2-101



Forty-five percent of the 20 parents interviewed in Ohio were aware that the school had a special program for migrant children. Of these, 17% had been informed by a recruiter or other migrant project personnel. Fifty percent had learned of it from teachers or other school personnel while the remaining one-third of those aware of the program had learned about it from friends, children, advisory council members, or other community organizations.

Our data indicate that SEA estimates of the number of children to be served are based primarily on the number of children served the previous year and projections for growth. County extension agents in some areas, the Farm Placement Service, county health departments in other areas, and community action groups in other areas provide information about eligible children to IEAs. At the state level, the SEA works closely with the Farm Placement Services and the Processor's Organization. Each year, the SEA has conducted a survey in nonparticipating school districts. Through this, the number of districts has doubled, growing from 15 to 33. It should be noted that of these, some districts cooperate to serve many school areas.

In the area of public relations, a film, "Children of the Season," was produced to show Ohio's efforts in migrant education. A series of SEA publications ranging from brochures printed in Spanish to guidelines for in-service education are disseminated to all persons or agencies which might be interested. Health agencies, social service agencies including

and personal attention, the special nutritional programs and health services, and the changing attitudes toward the program of the LEAs and parents. Major problems encountered in SEA implementation of the program were the absence of a structured program and administrative vehicle, low enrollment of migrant children, and the negative attitudes toward the education of migrant children expressed by local boards of education. To resolve the latter, a film was developed and shown to service organizations. In addition, the SEA worked with school boards, growers, and LEA personnel.

Our SEA data indicate that gaps still remaining in the program are in the area of day-care services and continuity of programming between states. No modifications are being considered for the program. Rather, refinement of existing programs is being emphasized. Toward this end, plans are being made to establish, in northwestern Ohio, a center to house materials and 25 specialists to provide technical assistance in program development and implementation.

#### Identification and Recruitment of Eligible Children

A member of the SEA staff has included in his job description responsibilities for recruitment. This includes training and working with recruiters employed by LEAs. Because most programs are in summer and are therefore voluntary, recruiters' functions are generally limited to record keeping. Only in exceptional cases do recruiters function in the area of social work.



Forty-five percent of the 20 parents interviewed in Ohio were aware that the school had a special program for migrant children. Of these, 17 percent had been informed by a recruiter or other migrant project personnel. Fifty percent had learned of it from teachers or other school personnel while the remaining one-third of those aware of the program had learned about it from friends, children, advisory council members, or other community organizations.

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In the area of public relations, a film, "Children of the Season," was produced to show Ohio's efforts in migrant education. A series of SEA publications ranging from brochures printed in Spanish to guidelines for in-service education are disseminated to all persons or agencies which might be interested. Health agencies, social service agencies including local OEOs in northwest Ohio, Farm Labor Groups, and the Governor's Migrant Committee are among those contacted.

Through the efforts of the State Interagency Committee, lists of other services available have been developed. The SEA interview data indicate that coordinated efforts have resulted in additional funds from other agencies being given to LEAs for health services.

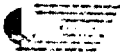
A member of the SEA staff is responsible for the MSRPS. This includes training, monitoring, and spot checks for accuracy, which occasionally involve interviewing randomly selected students.

#### Assessment of Needs of Migrant Children for Special Education and Supported Services

Our data indicate that the SEA provides materials and technical assistance to LEAs for determining migrant student needs. Since the average length of enrollment is only six to eight weeks, a comprehensive needs assessment becomes a very difficult task. Therefore, by working closely with the Florida and Texas programs, needs diagnosed in the base states continue to be addressed when the children reach Ohio. In FY 1974, the Monroe Oral Language Test, a universal screening device developed in Arizona, will be used to diagnose specific needs in oral language.

In the districts with parent advisory committees, input regarding needs in the supporting areas is received. General educational needs and attitudinal concerns are also received.

The SEA interview data show the SEA to believe that because advisory councils have never been specifically required by the PL 89-750



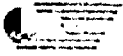
program the SEA can only recommend them. Since advisory councils are specifically required for general Title I programs, however, most LEAs have gone ahead and included parental involvement for the migrant education program. Project proposals are required to include parental involvement activities, if any, the method use to assess needs, and the sources of other services and funds to be used in conjunction with PL 89-750.

Information is disseminated by the SEA to LEAs listing sources of other services available to meet needs. In addition, meetings during the year with project directors and representatives from other agencies provide additional information.

#### Project Design to Meet the Special Needs of Participating Children

Our data indicate that guidelines are provided by the SEA for project proposals. In fact, each project is individually negotiated, legally and fiscally, with the LEA. Through workshops, individual technical assistance and additional guidance is received by LEAs. All six project directors interviewed considered the SEA very effective in providing technical assistance in project design and preparation of project proposals.

Services are coordinated with the Department of Health for health services; Department of Labor, Bureau of Employment Services, in the area census counts; Department of Agriculture for food services; and Department of Welfare for day care. There is little contact with the OEO, Title III-B program.



According to the SEA data, information is provided LEAs about successful projects operating in other states. The Michigan oral language program has been described. Teachers from Texas have described programs in that state as part of Ohio in-service training. Materials developed by Florida, Michigan, and Texas are used by LEAs.

No specific qualification standards have been developed for migrant education personnel. Texas teachers are granted Ohio licenses. Comprehensive in-service programs seek to qualify personnel for teaching migrant children.

#### Allocation and Delivery of Funds to Appropriate Service Areas

The SEA data indicate that funds are allocated to LEAs based on the type of program offered and the number of children to be served. The SEA, aware of the number of children necessary for a given type of program to be cost-effective, negotiates with LEAs to decide the amount of funding. In the case of ongoing projects, the amount allocated the prior year plus ten percent, to allow for increased costs, is used as a guide. If the number of children drops, funds are reduced accordingly.

Three of the five project interviewees considered the SEA very effective in acting quickly upon project applications once they were received. The remaining two considered the SEA only somewhat effective.

Reallocation of funds by the SEA is possible since (1) districts do not carry over funds and (2) districts receive only a percentage of their funds in advance with the remainder paid at the close of the project.

The SEA data indicate that through the Interagency Committee the sources of funds from other agencies is coordinated. Project proposals are required to include these sources.

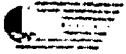
LEAs are audited on a three-year cycle by the state Audit Bureau of the Department of Finance. If differences are found between the state audit and SEA records, the SEA makes an audit. An equipment inventory is maintained by the SEA. LEAs submit an inventory with applications.

#### Project Implementation and Monitoring

Projects are visited at least once a year by SEA staff. While there, the state consultant meets both before and after the visit with the Superintendent of Schools. An internal report is made for each visit and a follow-up letter is sent to the superintendent.

The SEA data reveal that migrant projects are monitored differently than projects on other federal educational programs. After ascertaining that the legal and program requirements are met, the focus is on how the SEA can help the LEA improve its program. All project directors interviewed considered the SEA very effective in providing technical assistance in the operation of projects.

Teacher aides from the migrant stream are employed wherever possible. One hundred and thirty-two aides were employed in the fall while 110 aides were employed for summer programs.



Our data indicate that the SEA conducts migrant education workshops, primarily for health workers and project directors. Usually, small group meetings are held year-round rather than large statewide assemblies for the entire staff. In addition, the SEA coordinates LEA-sponsored sessions where adjoining districts work together through a joint planning committee.

Of the nine aides interviewed in Ohio, three indicated that in-service training designed specifically for the teaching of migrant children had been provided. All three considered it adequate. However, all aides felt a need for more in-service training.

Five of the six teachers interviewed and all three of the project directors considered pre-service training adequate. All teachers responding considered in-service training adequate. Teacher recommendations to improve training included more intensive training, more time allocated, instruction by people with practical experience, and more instruction in the cultural and linguistic background of migrant children.

Coordination with other state programs includes the states of Michigan, Illinois, Wisconsin, Indiana, Florida, and Texas. Regional meetings are attended by SEA staff twice a year. Texas teachers come to Ohio as part of the Teacher Exchange Program. Some LEA project directors have visited Texas. No problems prevent SEA travel to out-of-state meetings.

### Evaluation of Project Effectiveness

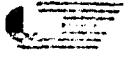
Our data indicate that the evaluation process involves LEA self-evaluations, according to SEA developed format, which are then collated by the SEA. These follow USOE requirements and amplify them in certain areas. Since the program is primarily a six to eight week one with many children away in other states during mid summer and returning for the tomato crop in late summer, evaluation is difficult, especially in the area of testing. The children are simply not present long enough to make testing a viable measure of student impact.

No evaluation by an outside agency occurs. Project directors, on occasion, have submitted (at the request of the SEA) evaluations of SEA effectiveness.

### Revision of Project Treatments and Formulation of Future Plans Which Reflect Projected Changes in the Size, Composition, and Modality of the Target Population

A formal project review is made by the SEA staff. Measures of project effectiveness include enrollment trends and whether or not LEAs are doing what they said they would do.

The SEA interview data indicate that busing across state lines to project schools, even during the regular school year, presents no problems in Ohio. Furthermore, contracts to teachers in summer programs stipulate



that RIFs may occur. During the regular program this problem has not come up. The SEA does not forecast future requirements for teachers for migrant education.



## WASHINGTON

The state of Washington was allocated \$1,962,164 for FY 1973 to serve an estimated 7,549 children. Figure X-10 shows where migrants are concentrated. The SEA staff is comprised of a full-time director and four consultants.

The Resource Center for the Study of Migrant and Indian Education at Toppenish is temporarily closed due to the disputed definition of operational autonomy expected by the college. As a result, a number of activities outlined in the Washington state plan submitted to USOE are being unavoidably curtailed. Arbitration of the Center dispute is expected to bring about its eventual reopening. While these activities are expected to resume, the delay will probably affect their evaluation.

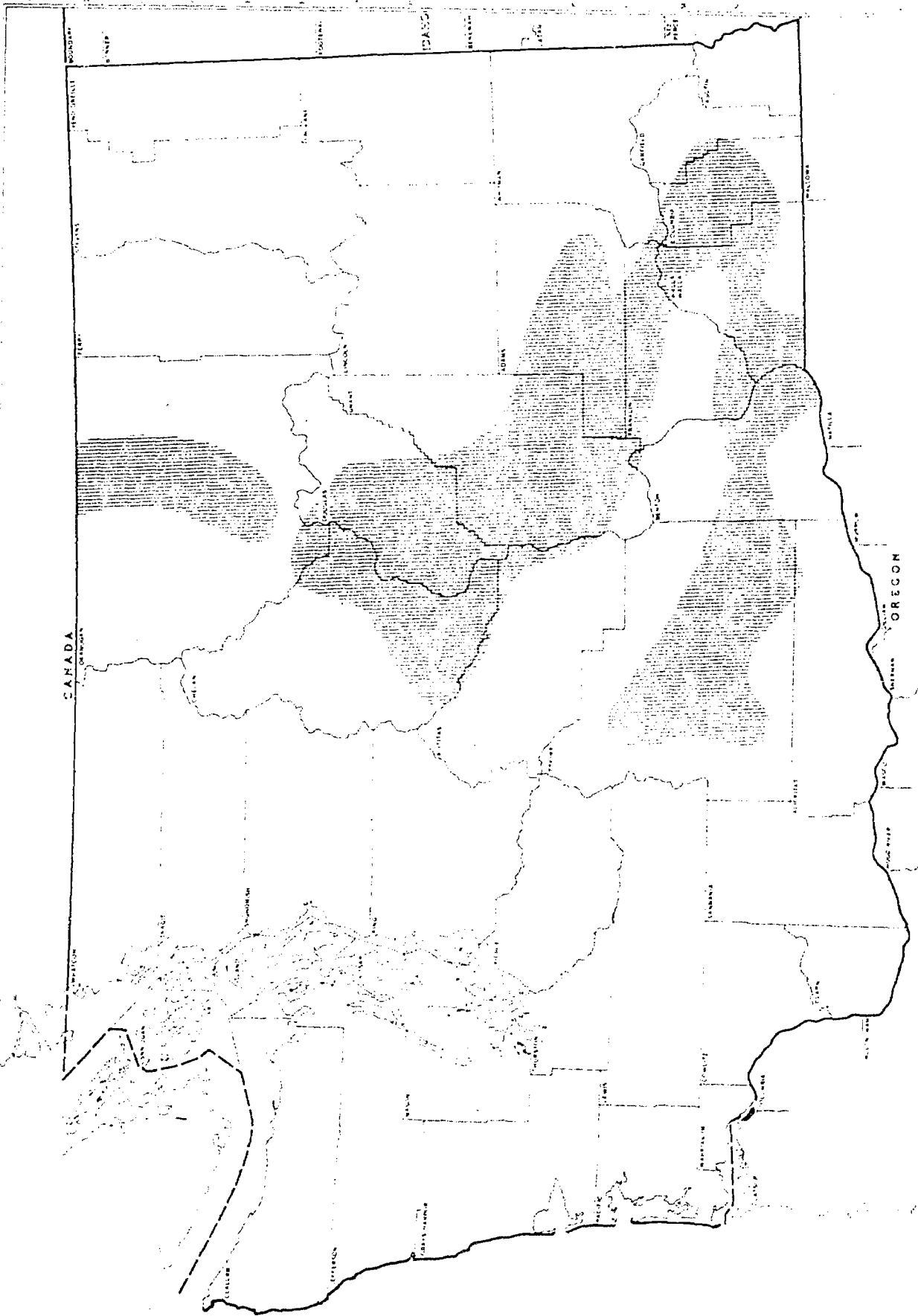
Our data indicate that the state education code was rephrased in 1969 to allow bilingual education programs. Prior to that, the code allowed instruction to be provided only in the English language.

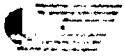
The Urban and Rural Development Program has allocated \$500,000 for bilingual education. This allocation, however, serves the Chinese immigrants as well as American migrant workers.

The SEA data indicate that changes in the PL 89-730 program since 1966 include an improved SEA monitoring system, increased SEA technical assistance to the LEAs, expanded use of the MSKRS, greater health emphasis,

FIGURE K-10 MAP OF WASHINGTON WITH CONCENTRATIONS OF MIGRANT WORKERS INDICATED BY SHADED AREAS

X-113





and the use of school outreach workers. According to the LEA input to the SEA, unmet needs still exist in the areas of bilingual staffing, oral language programs, bi-cultural programs, technical assistance in the area of evaluation, day care alternatives for secondary education, health services, and guidance services. If additional funds were available, educational needs which would be addressed are expanded bilingual and bi-cultural staffing and better secondary education programs. In the supporting area, more health services, day-care and preschool programs, and guidance programs would be implemented.

Our findings indicate that the SEA considers the most significant outcomes of the program to be the increasing number of children being served, the fact that more families are seeking programs for their children and settling out, and the demonstration by migrant children of more positive self-concepts. Major problems encountered in SEA implementation of the migrant education program were late funding, which prevented adequate LEA planning, and conservative community districts who did not make efforts to find and serve migrant children. Closer work with community groups brought changes in their attitudes toward the program. Additional funds for secondary education and day care. The Washington state program is working toward more secondary education activities.

#### Identification and Recruitment of Eligible Children

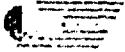
Our findings indicate that estimates at the local level of the number of children to be served are based upon area crop conditions, known housing,

and information regarding labor recruitment from the Employment Security Office. Large packers have been helpful in giving estimates as detailed as the number per age group, especially for early spring. Information from various agencies at the state level is not very extensive. SEA staff try to keep abreast of enrollment and occasionally go out to investigate new areas. An investigation in the spring of 1973 of a report about migrants in an area yielded no migrant children. Since most areas are already located, the function of the state office remains primarily one of monitoring.

Project applications, while not specifically including a plan for recruitment, do include designation of home visitor responsibilities. Home visitors, employed full-time for every 150 children and part-time for as few as 25 children, are expected to not only recruit and complete MSKPS forms, but also act as continuing liaison between the school, family, and other services available.

Of the seven parents interviewed in Washington, all were aware that the school had a special program for migrant children. Seventy-one percent of these had been told by teachers or other school personnel. Fourteen percent had been told by home visitors or other project personnel and the remainder had learned of it from friends, children, other community organizations, or PAC members.

Our data indicate that four SEA consultants are currently working to convert to the new MSKPS. Through the routine monitoring function, the accuracy of the system is checked. One SEA staff member is assigned full-time responsibilities including training.



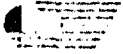
Public relations is carried out through general education publications by the state. Through monthly Governor's Interagency Task Force meetings and various publications, health agencies, social service agencies, parent groups, staff advisory groups, and community action groups are kept informed of the progress of the program.

Assessment of the Needs of Migrant Children for Special Education and Supportive Services

Our data indicate that one SEA staff member is assigned full-time parent involvement responsibilities. A handbook for Parent Advisory Councils (PAC) is distributed to LEAs and the state regularly conducts in-service training for PACs. Of the PAC members interviewed, all indicated having received special training to enable them to function on PACs. The names of PAC members are required on project applications.

While needs assessment includes some input from home visitors, parental assessments of needs generally come through the PAC vehicle. Project proposals include needs assessment but not the mechanism for determination of these needs.

At the state level, definition of needs, objectives, and priorities begins with autumn area meetings with project directors and principals followed by winter meetings with the State Advisory Committee and input from Resource Center staff. A sub-committee then finalizes the state plan and secures approval from the State Advisory Committee, State Committee for Migrant Education, and grants management personnel.



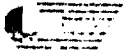
As part of the Title III comprehensive needs assessment, the state of Washington surveyed a random sample of 10 percent of the schools and 8 percent of the children. The State Board of Education then adopted objectives for all children as a result.

Specific needs of migrant children parallel the national goals which the SEA data indicate need to be revised to include needs in the affective domain as well as needs which are not necessarily measured by objective instruments. Since many LEA project directors are also administering other federal funds, a brochure describing sources of other funds and services is not considered necessary by the SEA.

#### Project Design to Meet the Special Needs of Participating Children

The SEA distributes an Administrative Handbook for writing proposals. Conjointly with other Title I funds, the state conducts workshops in writing proposals. Technical assistance is also provided. All three project directors interviewed in Washington considered the SEA very effective in providing technical assistance in project design and preparation of proposals.

The SEA has had two cases where LEAs declined migrant education funding. In one case, an intermediate school agreed to run an elementary school program. The following year the elementary school took over the program. In the other, funds were given to a private school in Otello which was run by migrants. This program was outstanding and the following year local school authorities were anxious to participate.




The SEA not only aids LEAs in securing the services of other agencies but has even recruited teachers.

The Washington state plan detailed a unique plan to set qualification standards and policy guidelines for professionals and paraprofessionals. However, since the now defunct Resource Center was slated to perform this function, these plans have been tabled.

#### Allocation and Delivery of Funds to Appropriate Service Areas

The SEA data indicate that selection of projects depends upon the nature of the measurable objectives developed by the LEA, the activities that support the objectives, and the presence of PACs. The SEA operates under the philosophy that migrant children anywhere should be served. Therefore, some money is given programs serving only a few children, irrespective of any fear of diluting the overall program. There are no priority locations. Funding is based upon the nature of the program. All project directors interviewed considered the SEA very effective in acting quickly upon project applications once they were received.

The SEA data further indicate that because money is not given until it is spent, some reallocation of funds is possible. LEAs notify the SEA regarding the need for additional funds and adjustments are negotiated. Similarly, in projects which fall short on enrollment, funds are not allocated. Teachers are helped to find other employment.



SEA coordination with state agencies includes, in order of meaningful contacts, the Department of Labor; the Department of Social and Health Services in the area of day care services; the State OEO, Title III-B program, in the area of day care, the Department of Agriculture for the school lunch program; and the Highway Patrol regarding licensing procedures.

Generally, project applications do not include the sources of funds from other agencies. There are some exceptions, however, in the case of schools filing consolidated applications for multi-funding.

Annual financial audits of the LEAs are conducted by the state auditor. The SEA maintains an equipment inventory.

#### Project Implementation and Monitoring

The SEA data indicate that at least two site visits by SEA staff to LEAs are made each year. Additional visits are made as needed. A monitoring form is completed for each visit and a follow-up letter is sent to the LEA. All three project directors interviewed considered the SEA very effective in providing technical assistance in the operation of projects once they were funded.

Two workshops each summer and extension classes comprise the formalized state in-service training. When the Resource Center was functioning, Center personnel "beat the bushes", so to speak, to organize



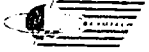
and gain acceptance for various training programs. Generally, the same persons would and would not attend the sessions. In addition, logistical and consultive support is provided by SEA staff for LEA initiated in-service programs.

All three aides interviewed indicated that in-service training designed specifically for teaching migrant children had been provided. All considered it adequate.

Half of the teachers interviewed considered pre-service and in-service training adequate while all of the project directors did. Teacher recommendations to improve training emphasized instruction by persons with practical experience, more extension training, more time allocated, and more instruction in the cultural and linguistic background of migrant children.

The SEA interview data indicate that coordination with other programs has resulted in teacher exchange programs with Texas and tri-state (Washington, Oregon and Idaho) training in use of the MSRTS. The SEA does not encourage LEA participation in the interstate aide exchange programs. Travel of SEA personnel to national meetings occurs only when state fiscal restrictions allows it.

Two or three multi-district projects, comprising smaller schools, have been coordinated by the SEA. Seven or eight others joined together through other channels to obtain a school nurse. Curriculum coordination, usually done through the Resource Center which is now closed, is carried out to a limited extent by the smaller center which is still functioning.



Evaluation. Evaluation of results achieved by PL 89-750 is based on the evaluation criteria incorporated in project proposals and the progress made by the students. Students are expected to make 1.3 years progress during the school year. Where this occurs, projects are considered successful.

Four of the six PAC members interviewed stated that parent members of PACs functioned to provide evaluations of program effectiveness. This input and input from home visitors, namely parental evaluations, does not appear to be directly included in the state evaluation report, however.

Our data indicate that the state evaluation is based on quarterly reports made by LEAs. Test data is submitted at the end of the year. SEA staff does not make evaluative visits although a third-agency review is planned for FY 1974.

### Project Revision

Project revision, continuous throughout the year, includes review of the evaluation report for the prior year, the use of relocatable classrooms, and the capacity, in the summer, to bus students to project schools. Several ineffective programs have been cut over the past few years. Very little cooperation exists with other agencies at the state level in monitoring changes in the migrant population.

The state has no formal project review procedures. Neither does it forecast future requirements for teachers in migrant education.

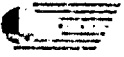
## COMPARISON OF STATE BUDGETS

Budget Estimates Submitted in State Plans

Item 22 of USOE form 4389, State Application for Program Grant, calls for a program budget estimate for the coming fiscal year. It is useful to compare these 1973 projections, because they can indicate trends and priorities within the states which are made relative to receiving all the funds for which they apply. The budget estimate is a two-way classification under the headings of Management Function (Administration, Operation, Supporting Services, Staff Development, Other) and Object of Expenditures (Salaries, Contracted Services, Other).

Table X-1 shows the percentage distribution of funds by Management Function for the individual states in the sample group. Considering the three base states in Figure X-11 only, it can be seen that Texas plans to spend slightly less than California and Florida for operation and more for supporting services, although some of this difference is likely to be caused by non-standard accounting procedures rather than program priorities.

In the receiving states as a group, many small and large differences are apparent. Administrative costs run from 4.6 percent in North Carolina to 9.5 percent in New Jersey. Operations costs run from a low of 36.2 percent in New Jersey to a high of 80.0 percent in Ohio. Supporting-services costs in Ohio are low at 6.3 percent and high in Michigan at 36.3 percent. Staff development is rather low in all states except New York (17.0 percent) and North Carolina (10.4 percent). Other costs amount to as little as 0.8 percent Michigan or as much as 17.5 percent in New Jersey.



Non-standardization of accounting procedures could produce some of these differences. Nonetheless, considering several receiving states, it can be seen that program priorities are certainly different. New Jersey seems to spend very little on actual operation of the program, and large amounts on supporting services and other items as well as administration. Only 36 cents of every dollar is budgeted to be spend on such items as teachers salaries, text books and other instructional costs, whereas 50 cents is to be spent on supporting services and other items. This seems like a rather small amount to spend on actual instructional operation of an educational program, especially relative to the amounts other states intend to spend. Michigan appears to be in somewhat the same position, although slightly more (54 percent) is spent on operation. New York's budget for operation is also low, with more emphasis being placed equally between supporting services and staff development. Relative to other states' plans for staff development, New York's estimate seems inordinately large. North Carolina's staff development component also appears to be large relative to the other receiving states; however, the operational expenditures are still relatively high. Washington places emphasis on supporting services, but not substantially at the cost of operations.

Considering the base states as a group and the receiving states as a group, Figure X-12 shows that the receiving states plan to spend less on operations and more on administration and supporting services than do the base states. Staff development in the receiving states also takes more out of every dollar than it does in the base states.

Looking at the budget information by object of expenditure, Table X-2 shows that the picture is much more similar between the states, with only several notable exceptions. Florida and Washington seem to account for more in the "salaries" and "contracted services" areas, thus leaving less to the other category. Colorado and Washington contract for a large percentage of services relative to the other receiving states. Figures X-13 and X-14 provide graphic comparison of the results. Figure X-14 indicates that the base states account for more of the money to be spent in terms of salaries and contracted services than the receiving states.

#### Actual Expenditures Compared to Budgets Submitted in State Plans

Information collected concerning the actual expenditures by the states in the sample group was categorized by different accounting titles than that collected by form 4389. The classification was one way with numerous titles which have been grouped for comparative purposes as follows:

- I. Administration
  - A. Administration
- II. Operations
  - A. Salaries for instruction
  - B. Text books
  - C. Audiovisual materials
  - D. School library books and all other library expenses
  - E. Teacher supplies and all other expenses for instruction

TABLE X-1  
 PERCENTAGE DISTRIBUTION OF FUNDS  
 BY MANAGEMENT FUNCTION

(BUDGETED)

	Administration	Operations	Supporting Services	Staff Development	Other
BASE STATES					
CA	4.0	76.2	7.2	2.3	10.3
FL	3.7	79.6	7.9	0.3	8.5
TX	3.0	66.5	24.3	6.2	0.0
RECEIVING STATES					
CO	5.0	63.5	18.5	1.5	11.5
MI	7.1	54.3	36.3	1.5	0.8
NJ	9.5	36.2	32.3	4.5	17.5
NY	6.7	47.3	17.0	17.0	12.0
NC	4.6	69.0	14.2	10.4	1.8
OH	6.8	80.0	6.3	4.0	2.9
WA	6.7	61.0	26.5	4.0	1.8

Source: Item 22, USOE Form 4389, Program Budget Estimate, State Applications For Program Grants, FY 1973.  
 Reflects allocation of \$53 million.

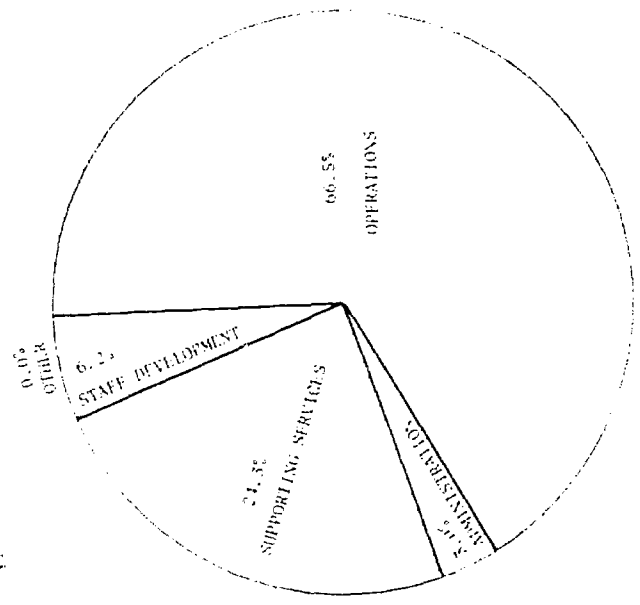
TABLE X-2  
 PERCENTAGE DISTRIBUTION OF FUNDS  
 BY OBJECT OF EXPENDITURE  
 (BUDGETED)

		Salaries	Contracted * Services	Other
BASE STATES				
	CA	70.0	10.8	19.2
	FL	76.0	20.3	3.7
	TX	64.0	20.0	16.0
RECEIVING STATES				
	CO	52.5	17.5	30.0
	MI	64.0	2.0	34.0
	NJ	78.7	5.3	16.0
	NY	64.5	9.5	26.0
	NC	63.5	2.5	34.0
	OH	68.0	6.2	25.8
	WA	64.1	30.5	5.4

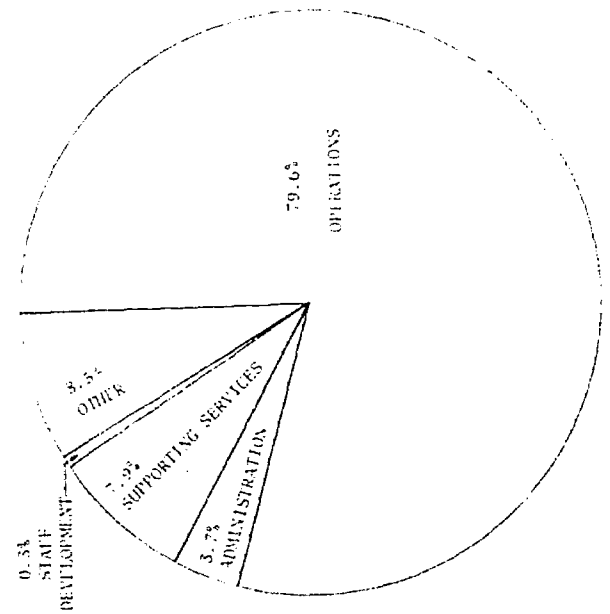
Source: Item 22, USOE Form 4389, Program Budget Estimate, State Applications for Program Grants, FY 1973. Reflects allocation of \$58 million.

FIGURE X-11

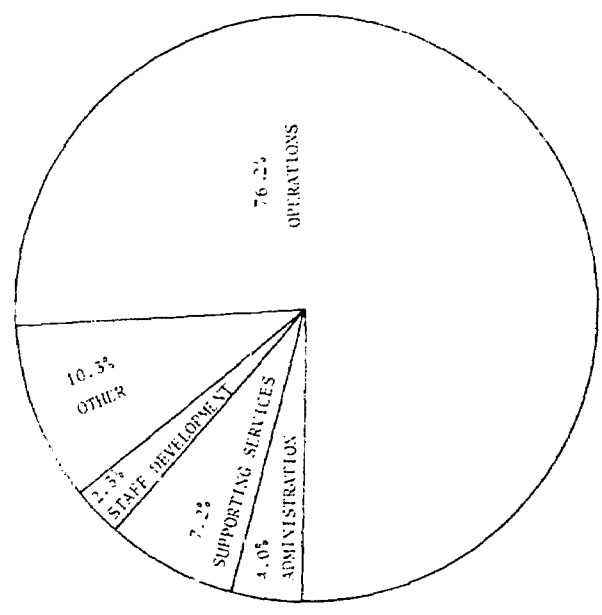
PERCENTAGE DISTRIBUTION OF FUNDS  
BY MANAGEMENT FUNCTION  
BETWEEN BASE STATES  
(BUDGETED)



TEXAS



FLORIDA



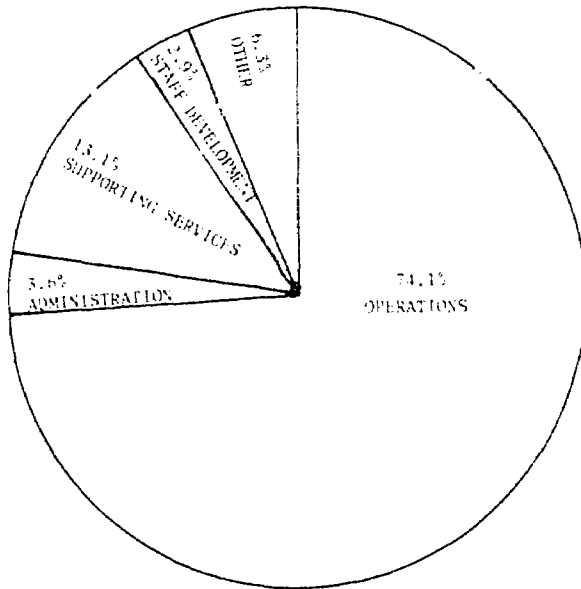
CALIFORNIA



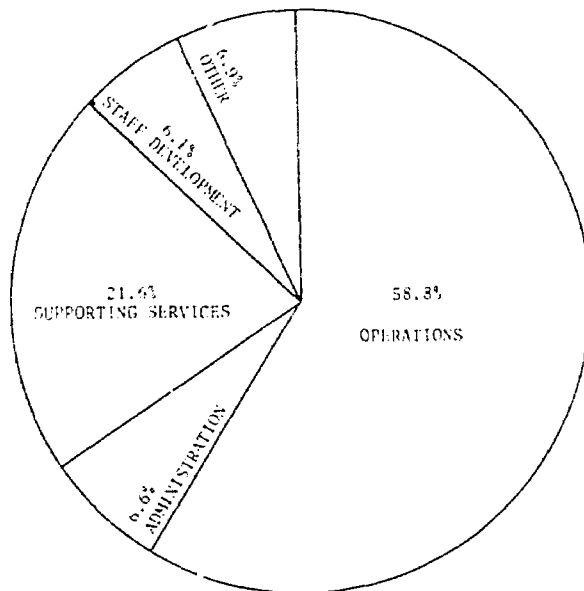
FIGURE X-12

PERCENTAGE DISTRIBUTION OF FUNDS  
BY MANAGEMENT FUNCTION  
AVERAGED FOR  
BASE STATES AND RECEIVING STATES  
(BUDGETED)

X-128



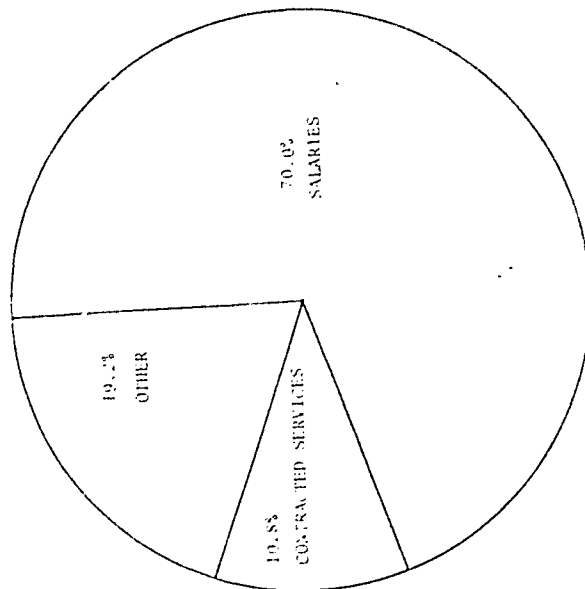
BASE STATES



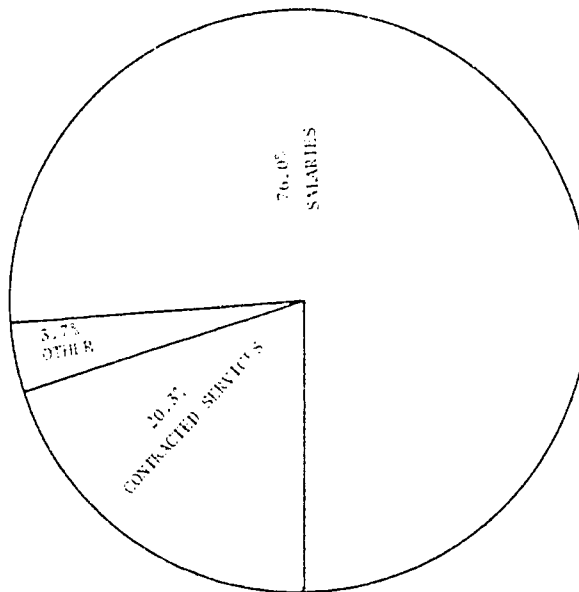
RECEIVING STATES

FIGURE X-13  
 PERCENTAGE DISTRIBUTION OF FUNDS  
 BY OBJECT OF EXPENDITURE  
 BETWEEN BASE STATES

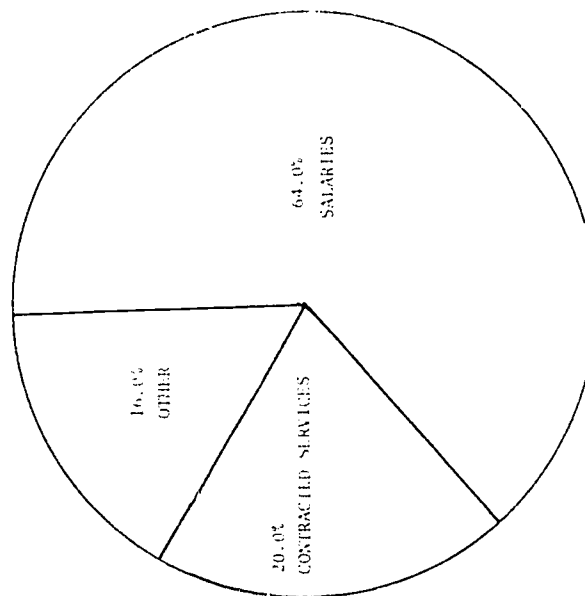
(BUDGETED)



CALIFORNIA



FLORIDA

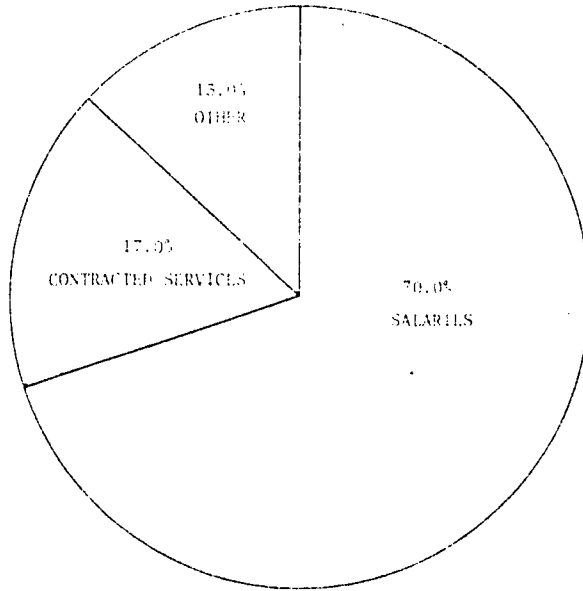


TEXAS

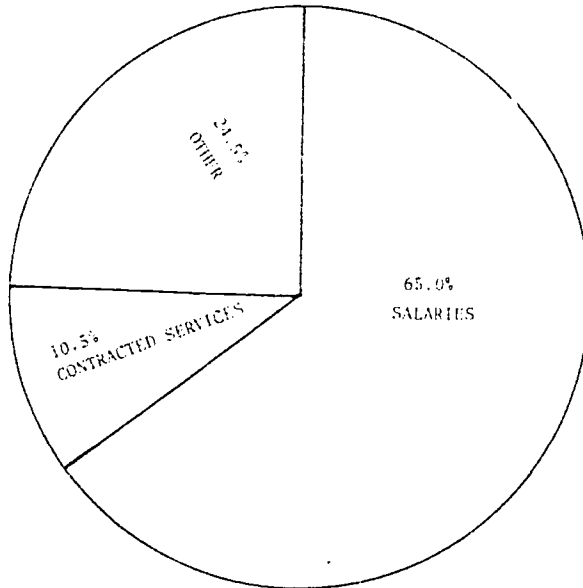
FIGURE X-14

PERCENTAGE DISTRIBUTION OF FUNDS  
BY OBJECT OF EXPENDITURE  
AVERAGED FOR  
BASE STATES AND RECEIVING STATES  
(BUDGETED)

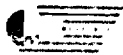
X-130



BASE STATES



RECEIVING STATES



### III. Supporting Services

- A. Attendance services
- B. Health services
- C. Pupil transportation services
- D. Food services

### IV. Staff Development

- A. In-service education

### V. Other

- A. Operation of plant
- B. Maintenance of plant
- C. Fixed charges
- D. Student body activities
- E. Community services
- F. Construction
- G. Educational television
- H. Audiovisual equipment
- I. All other instructional equipment
- J. All non-instructional equipment

Table X-3 indicates that Texas spent slightly less than California and Florida on operations. Florida stands out as reporting 9.0 percent administration expenditures due to some reorganization that allows expenses formerly considered administrative to be categorized in one of the other groups. This provides perhaps the strongest case for the establishment of uniform generally accepted accounting principles which are consistently applied. Florida also seems to spend very little for staff development.

One notable exception to the pattern set by the budgets is the high percentage of administrative expenses that are actually incurred by the states relative to the budget estimates. Table X-4 shows a comparison between the amounts budgeted and reported in the state plan and the amounts actually spent by the states. Note the inordinately large percentage attributed to administration in Colorado, New Jersey, New York, North Carolina, Ohio, Texas relative to the amount budgeted. Clearly the state plan budget estimate is not adhered to by the states. Presumably, the plan is approved by USOE as budgeted, and USOE Program Guide #103 requires states to file amended plans if major changes occur. Guidelines should be developed to monitor the budget implementation so that deviation outside some specified range of percent in any given budget category requires explanation by the states. It is certainly poor management to allow actual expenditures to overrun budgeted expenditures by as much as 300 percent. In this respect, the state plan loses all credibility as a plan of the states' intended program activities.

Any further analysis of this information is of dubious value since non-standard accounting procedures could create artificial differences among the states' expenditures. USOE seems to have asked for more detailed information about expenditures assuming that control could be automatic, but this is not the case. Standardized, uniform, generally accepted accounting procedures must be applied by all states involved in the migrant program in order that meaningful analysis may be done confidently in the future. Compliance with the accounting system described in DHEW Publication No. (OE) 73-11800 entitled, "Financial Accounting, Classification and Standard Terminology for Local and

State School System" should be required of the states as well as USOE.

### Survey Results

From the data collected in the sample of project directors, Table X-5 shows that the average per-pupil cost for children in full-year programs in the base states is roughly the same, although there is a wide range of costs over the several projects that were included.

California provides an interesting situation for further analysis since the data essentially covers the entire state. The State Director in California claims that funds are given to the six regions on the basis of students to be served. Then if the numbers actually served differ, reallocation occurs. The data reported by the regional staff do not corroborate this claim since per pupil expenditures run from \$158.5 to \$339.6. Clearly, if the intent of the Director's plan is equalize per-pupil expenditure, it is simply not being implemented.

Table X-6 shows per pupil expenditure (PPE) derived from all ten states in the sample. Costs run from \$217 in Washington to \$621 in New Jersey, which is artificially high because of the peculiar nature of the organizational scheme in New Jersey. The state is essentially one project, so that all state administration expenses are reflected in the \$621 per pupil cost but are not reflected in any of the other figures.

TABLE X-3

PERCENTAGE DISTRIBUTION OF FUNDS  
BY MANAGEMENT FUNCTION

(ACTUAL\*)

	Administration	Operation	Supporting Services	Staff Development	Other
BASE STATES					
CA	4.7	68.6	10.0	5.4	11.2
FL	0.0	67.4	5.3	0.3	9.6
TX	11.3	66.1	10.2	7.7	4.6
RECEIVING STATES					
CO	20.4	45.9	24.5	0.4	8.8
MI	4.1	54.9	16.3	3.9	11.0
NJ	21.6	50.6	17.8	0.4	9.5
NY	18.1	47.0	14.4	4.9	15.3
NC	16.6	50.0	14.5	4.5	14.3
OH	10.9	52.5	19.8	5.3	11.6
WA	7.0	65.6	12.9	2.5	11.5

Source: USOE, Based on allocation of \$58 million

\* Percentages do not reflect unexpended funds

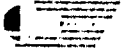


TABLE X-4  
AMOUNT OF EVERY DOLLAR  
SPENT ON ADMINISTRATION

	BUDGETED (\$)	ACTUAL (\$)	PERCENT DIFFERENCE
CA	4.0	4.7	17.5
FL	3.7	*	-
TX	3.0	11.3	276.7
CO	5.0	20.4	308.0
MI	7.1	4.1	-42.3
NJ	9.5	21.6	127.4
NY	6.7	18.1	170.1
NC	4.6	16.6	260.9
OH	6.8	10.9	60.3
WA	6.7	7.0	4.5

Source: USOE Form 4389

\* Florida reports zero administrative expenditures explanation in text



OPERATING EXPENDITURES  
PER PUPIL SERVED IN FULL YEAR PROGRAM

(BASE STATES)

Operating Expenditures (1)	Pupils Served In Full Year Program (2)	\$ Per Pupil Col. (1) ÷ Col. (2)
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CA

\$ 978,491	6,174	\$ 158.5
889,537	3,604	246.8
1,035,646	3,050	339.6
1,134,593	5,776	196.4
1,455,029	4,904	296.7
<u>984,826</u>	<u>3,948</u>	249.4

Total \$6,478,152	27,456	\$ 235.9 Average
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FL

\$ 147,584	1,121	\$ 131.6
267,857	1,437	186.4
115,431	332	347.7
207,957	913	227.8
25,708	94	273.5
55,519	137	405.2
112,872	937	120.5
<u>1,301,502</u>	<u>2,894</u>	449.7

Total \$2,234,431	7,865	\$ 284.1 Average
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TX

\$ 553,834	1,860	\$ 297.8
364,845	1,119	326.0
443,518	1,424	311.5
39,872	643	62.0
20,580	110	187.0
17,850	72	247.9
267,690	778	344.1
365,880	1,528	239.5
46,222	202	228.8
36,000	120	300.0
89,034	470	189.4
75,600	362	208.8
<u>56,700</u>	<u>270</u>	210.0

Total \$2,377,625	8,958	\$ 265.4 Average
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TABLE X-6  
 OPERATING EXPENDITURES  
 PER PUPIL SERVED IN MIGRANT PROGRAM

(ALL SAMPLE STATES)

State	Total Operating Expenditures (1)	Fulltime Equivalent Pupils Served (2)	\$ Per Pupil Col. (1) ÷ Col. (2)
CA	6,478,152	27,456	\$ 236
FL	2,234,431	7,865	284
TX	2,377,625	8,958	265
CO	364,900	1,002	363
MI	1,036,467	2,194	472
NJ	1,539,926*	2,478*	621*
NY	194,000	456	425
NC	113,000	317	357
OH	421,000	817	515
WA	80,000	368	217

SOURCE: Project Directors Interview Guide, ESI Evaluation of ESEA Title I Migrant Program

\*Includes state administrative expenses.

## CHAPTER XI

### NOTEWORTHY STATE MANAGEMENT PRACTICES

This chapter describes noteworthy management practices being implemented in the ten sample states. While these practices may not be universally applicable or even totally responsive to the management functions for which they were designed, they represent in most cases creative and innovative approaches to implementation of the PL 89-750 program. In addition, approaches still being developed and therefore not yet completely functional are highlighted.

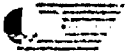
#### REGIONAL OFFICES

In the base states and, to a lesser extent, in the receiving states, SEA regional offices have been developed to better assist LEAs in project delivery. The first use of such a system occurred in California. Thereafter, other states adopted and refined the idea. For example, Florida has recently implemented such a system. Improving on already existing regional organizations in other base states, the Florida structure seeks to provide checks and balances between SEA, regional office, and the LEA. Regional personnel perform operational support functions, including staff development, technical assistance, and project evaluation. In addition, they approve and fund projects. The implementation of such a system has been valuable in that it provides a closer link with LEAs. It also facilitates more frequent interaction by providing prompt technical assistance and it constitutes, overall, a better use of

existing resources. At the same time, the power to approve or disapprove projects gives clout to the regional offices. By monitoring projects approved by regional staff, the SEA then provides a necessary check on regional activity. Furthermore, since regional directors are employed by the state rather than by, or conjointly as, county superintendents within the region, regional directors are more removed from pressure toward county patronage.

#### RECRUITMENT

The New Jersey recruitment program is described operationally in some detail in the Noteworthy Projects section of the appendix. The management and administration of this program, interestingly, are accomplished through an LEA specifically designed and funded for this purpose. The project director of this LEA is in effect the state recruiter, and cooperates with State Agriculture and Labor Department staff in locating areas where migrants are functioning, and directs recruitment teams which operate in the two regions into which the state is divided for the purpose of recruiting children. This method has ensured a more extensive recruitment of eligible children. By assigning operational functions to an LEA, the SEA circumvents the state limitation on administrative components. In addition, by local hiring of recruiters, state civil service salary limitations based on educational background are circumvented. Thus, recruiters without high school educations but with the necessary expertise can be paid higher salaries which are commensurate with their actual ability.



The New Jersey recruitment model includes a noteworthy training package. A recruitment manual, four to six week pre-service training, and weekly staff meetings in regional offices provide necessary staff development and guidance.

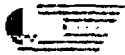
#### USE OF MSRTS

In the area of MSRTS utilization, Florida reports interesting ancillary applications. The system has been used to track children during a typhoid outbreak, place teachers, describe shifts in the ethnic composition of migrants, and provide other agencies with a cross check on the number of migrants in an area.

Florida distributes to parents a booklet, Up the Stream, which describes the location of migrant education programs in the receiving states. In this way, parents are encouraged to assume responsibility for the enrollment of their children in project schools in the other states they are likely to work in.

#### NEEDS ASSESSMENT

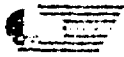
Needs assessment must include parental input. In this regard, the State of Washington has developed a parent package primarily designed to utilize the PAC vehicle. This is described in greater detail in Chapter VI.



Interesting alternatives to the PAC model have been tried in Colorado. Weekly or bimonthly meetings are attempted through movies and back-to-school nights, pot-luck dinners where the school provides part of the food, children's displays, skits, entertainment provided by parents, picnics, and so forth. Each event, attended by the entire family, is preceded by a short meeting. In this way, informal needs assessment, evaluation, and home-school liaison occurs.

Similarly, the Florida SEA organized a parent involvement program which utilized social educators who worked with parents in the mobile units and organized PACs. While LEAs were not enthusiastic about state intervention, the SEA feels this venture yielded excellent information exchanges. In one case, program scheduling was changed from a 7:00 a.m. to 5:00 p.m. time frame to an 8:00 a.m. to 6:00 p.m. framework to more nearly approximate parental hours in the field.

In California, the regional offices necessitate a three-level advisory structure to ensure the broadest possible involvement in program development. In each region, an advisory committee composed of representatives of county coordinating committees and of organizations and agencies in the region that are concerned with migrant families or family members is organized by the designated agency county superintendent, with the assistance of the other county superintendents in the region and the regional director. This committee is responsible for advising the agency superintendent and the regional director concerning the unmet needs of migrant families within the region, and assists in planning and evaluating program activities to meet those needs.

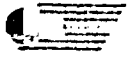


Each county superintendent organizes a county coordinating committee composed of representatives of agencies and organizations serving migrants. These include migrant representatives from local school district advisory committees whenever possible. These committees are responsible for coordinating the activities of agencies and organizations to bring about maximum utilization of facilities in implementing the overall plan for migrant education in the county. The committee advises the county superintendent and the regional advisory committee regarding facilities and services available to migrant families and family members and assists in identifying areas of unmet needs.

School district advisory committees are appointed by local school districts to assist school district personnel in assessing needs of migrant children and families in the district, and to participate in planning and evaluating activities and services for migrant children within the local school districts. These committees must include parents of participating migrant children and may be the district's compensatory education advisory committee.

A comprehensive three-month needs assessment, according to the eleven-area framework, was recently completed by regions in California. Three hundred and fifty persons from all levels conferred in Spanish.

The Washington State plan describes an annual comprehensive and coordinated definition of needs, objectives and priorities. At the state level, definition of needs, objectives, and priorities begins with autumn



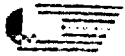
area meetings with project directors and principals, followed by winter meetings with the State Advisory Committee and input from Resource Center staff. A sub-committee then finalizes the state plan and secures approval from the State Advisory Committee, State Committee for Migrant Education, and grants management personnel.

Since the average length of enrollment in Ohio projects is only six to eight weeks, a comprehensive needs assessment becomes a very difficult task. Therefore, by working closely with the Florida and Texas programs, needs diagnosed in the base states are transmitted to Ohio project personnel and continue to be addressed when the children reach Ohio.

#### PROJECT DESIGN

The emphasis of the PL 89-750 program is now on upgrading existing projects rather than designing new ones. In North Carolina, state approval has been received to begin hiring, as of November 1, 1973, four professionals and one paraprofessional to staff a Mobile Program Support Team. The team is to be used in eastern North Carolina, where sophisticated child development resources are not readily available. It will assist LEAs in conducting a thorough needs assessment, planning programs to meet the needs, and evaluating progress. Developed in cooperation with the University of North Carolina and the Title III program, the program will have two components: staff development and direct services to children. The specially designed trailer can remain in an area from four to six months. The professional staff, M.A. or Ph. D. level educationally, will include a psychologist, an experienced educator, a medical specialist,





and a social worker. Essentially, they will be refining and upgrading on-going projects. They will provide assistance in areas such as learning disabilities where local personnel cannot be expected to provide needed expertise.

Several of the states have demonstrated innovative solutions to the problem of LEAs that are not willing to participate in the migrant education program. The SEA in Washington has had two cases in which LEAs declined migrant education funding. In one case, an intermediate school agreed to run an elementary school program. The following year, the elementary school took over the program. In the other case, funds were given to a private school in Othello which was run by migrants. This program was outstanding and the following year local school authorities were anxious to participate.

In areas where New Jersey LEAs are unwilling to participate, the SEA staff speak with the state commissioners. Since state law requires that all children must be provided for, other state aid can be withdrawn. In one case, a school district was overcharging for use of buildings. When the SEA threatened to withdraw aid, negotiations reduced the rent from \$2000 to \$200 per year.

On two occasions, when unwilling LEAs in Florida were not persuaded, the SEA developed projects with universities which then staffed the mobile classrooms to operate the Early Childhood and Vocational components. Language Arts could not be supplied. In each case, the following year the LEAs chose to participate. This is preferable since, administratively, projects are less expensive when operated by LEAs. New York uses similar measures.

The Washington state plan detailed a unique plan to set qualification standards and personnel policy guidelines for professionals and para-professionals. A committee composed of teachers, administrators, parents, aides and State Advisory Committee members was established to set such standards and to issue "certificates" for teachers and aides working in the program. Certification is issued by the Migrant Education Office of the Superintendent of Public Instruction. Although such certification has no legal basis, its intent is to serve as a scale or check in terms of the amount of in-service training received by the teaching staff. It also establishes the level of competence obtained by staff through their involvement in the program. However, since the now defunct Resource Center was slated to perform this function, these plans have been tabled.

#### PROJECT IMPLEMENTATION AND MONITORING

The Mini-Corps program in California is operated in four regions which include twenty-eight counties. The program consists of the selection, training, and employment of 200 college students from bilingual backgrounds who want to become teachers. The students receive field experience by working as teacher assistants in school districts operating programs for migrant children. The training is provided through four California state colleges. Teachers with whom the mini-corpsmen would work are given simultaneous training with the students. This provides a common basis for cooperation between the teachers and the mini-corpsmen. The field experience portion of the work is supervised by the colleges and by personnel in the regions and schools being served.

In the areas of coordination and staff development, Colorado and Texas have begun an interesting exchange. A Colorado mobile unit video-taped a number of Colorado projects to be viewed by personnel in Texas schools into which Colorado migrant children were expected to return. These tapes were fed into Texas terminals to be used as part of the Texas in-service training program. A reciprocal tape from Texas is anticipated.

Another such effort at coordination of resources between New York and New Jersey was very successful. Mobile units owned by New Jersey were loaned to a New York project in Pine Island which was serving migrants from isolated areas of northern New Jersey.

North Carolina has come up with a real key to successful pre-service training. This state has set up an annual training conference that allows participants to evaluate the training program. Evaluation of the impact of the conference itself is an integral part of the program. Through the use of a questionnaire, conference coordinators receive feedback from participants in terms of overall evaluation of all training components, logistics, time allocation for individual workshops, and topics to be selected. The questionnaire also provides participants the opportunity to have input into the planning of subsequent in-service activities.

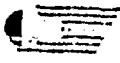
In Texas, attendance at pre-service and in-service training sessions is mandatory. Most schools give release time to attend sessions. Those whose regular policy is to pay stipends are permitted to use PL 89-750 funds for this purpose in order to encourage participation.

## EVALUATION

The North Carolina evaluation system surpasses federal requirements. An evaluation team comprised of SEA staff, third agency specialists in specific areas, and successful LEA teachers visit programs for one day. Standardized evaluation forms designated by the SEA are used for reporting. The team, which has access to the project proposal, describes findings in conference with LEA staff at the end of the day. A written report follows.

Of special consideration is the use of tape recordings in the evaluation process. Highlights of the final evaluation report and subsequent recommendations are sent to LEAs on one side of a cassette tape. The LEA staff assemble to listen to the tape, comment on it using the other side of the tape, and return it to the SEA for review. This, then, provides an excellent information exchange vehicle with which the SEA can get feedback on its own effectiveness.

State evaluation reports are beginning to provide analyses between activities designed to meet the same objectives as well as provide cost-effectiveness. The FY 1972 California evaluation report presents the results of research comparing a tutorial pull-out methodology with a team teaching approach. The team teaching approach was found to be more effective as measured by gain scores in reading and mathematics on the Cooperative Test of Basic Skills. Cost analysis for each of the methods indicates that they are equal.



CHAPTER XII  
COORDINATION AND COMMUNITY INVOLVEMENT

Since there presently exists no one authority or agency primarily responsible for the coordination of existing programs and resources for migrant agricultural laborers and their dependents, USOE has undertaken the responsibility of coordinating the PL 89-750 programs with other program resources in order to maximize the effectiveness of their own program funds.

In fact, the PL 89-750 legislative mandate calls for the establishment of programs and projects designed to meet the special education needs of migratory children of migratory agricultural workers and to coordinate these programs and projects with similar programs in other states. In addition, coordination with the OEO Title III-B program is required by the PL 89-750 legislation. Furthermore, the operation of the migrant education programs necessitates a close working relationship with the administration of Title I, II and III programs in order to maximize the utilization of migrant education monies.

The focus of the evaluation reported in this section was on the program coordination activities being implemented by the projects in order to meet the comprehensive needs of the migrant child.

Project directors in all the sampled projects were asked to provide specific information pertaining to the following questions:

1. Do projects have existing cooperative arrangements with other school districts?
2. Do projects have existing cooperative arrangements with school districts in other states?
3. What kind or type of coordinated funding do the projects have?
4. What efforts are made at the local level to coordinate activities with other community resources?
5. What types of cooperative services are provided by other participating community groups?

#### COOPERATIVE ARRANGEMENTS WITH OTHER DISTRICTS WITHIN THE STATE

Because of the large number of both interstate and intra-state migrant children moving from one district to another within a state, special attention was given to the character of coordination and cooperation existing between LEAs within the state.

In order to obtain more detailed information pertaining to the cooperative arrangements which exist with projects located in other LEA's the directors were asked, "WHAT COOPERATIVE ARRANGEMENTS DO YOU HAVE WITH OTHER SCHOOL DISTRICTS IN YOUR STATE CONCERNING MIGRANT CHILDREN?"

The results of the above question, shown in Table XII-1, demonstrate clearly that both Florida and Texas have few cooperative arrangements with other LEAs within their own state boundaries. Generally,

TABLE XII-1

RESPONSES OF PROJECT DIRECTORS, BY STATE AND BY EASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION, "WHAT COOPERATIVE ARRANGEMENTS DO YOU HAVE WITH OTHER SCHOOL DISTRICTS IN YOUR STATE CONCERNING MIGRANT CHILDREN?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA	EASE	RECEIVING
MSRTS	33	27	38	0	17	0	33	20	0	33	12
Conference concerning the migrant program	25	9	0	50	33	33	67	60	50	11	48
Training sessions for migrant program personnel	17	9	0	17	17	0	0	0	0	8	8
Sharing or special personnel or facilities	17	9	8	17	33	67	0	0	0	11	20
None	8	45	54	17	0	0	0	20	50	36	12
Sample Size	12	11	13	6	6	3	3	5	2	36	25

one would expect this to be the case as both states have little intrastate movement compared to California. In cases where cooperative arrangements do exist for Florida and Texas, their major emphasis is directed towards the interchange of information through the use of the MSRTS.

In California, with its much larger number of intrastate migrants being served, there appears to be a greater variety of interdistrict cooperative arrangements. In addition, because of their regional management system, which encompasses numerous LEAs, there is a greater opportunity for cooperative arrangements to be developed.

The contractor suggests that once the MSRTS becomes more refined and usable for both administrators and teachers, an increase in the development of cooperative arrangements with other districts will occur.

In the receiving states, the majority of the cooperative arrangements with other LEAs are related to conferences concerning the migrant program. It is encouraging to note that many of the states have cooperative arrangements for sharing personnel and facilities. New York directors gave an extremely high percentage of responses in this area as compared to the other states.



The New York project directors provide an illustrative example of cooperative arrangements which exist with other districts. A group of directors from western New York hold a series of monthly meetings to discuss interdistrict cooperation and to share new ideas regarding the education of migrant children. The group requests an SEA staff member to be present at each meeting. In addition, when one district comes up with a unique approach to a particular problem, they attempt to share it with the other directors.

#### COORDINATION WITH SCHOOL DISTRICTS IN OTHER STATES

The maintenance of coordination and cooperation with school districts in other states is of critical importance in light of the interstate nature of the migrant child. In order to gain further insight into the nature of the cooperative arrangements existing with districts in other states, the project directors were asked, "WHAT COOPERATIVE ARRANGEMENTS DO YOU HAVE WITH SCHOOL DISTRICTS IN OTHER STATES CONCERNING MIGRANT CHILDREN?" The information compiled from the project directors may be somewhat misleading as the majority of the cooperative arrangements are made at the SEA level.

#### California

In California, we found few cooperative arrangements with districts in other states. This is primarily due to the fact that

only 7% of the migrant children are involved in interstate migration. Most of the children are from Texas and Arizona and are in the state for the summer harvest and remain for relatively short periods. Consequently, California is not participating extensively in interstate institutes or curriculum planning, although there is limited participation with the state of Texas.

### Florida

According to the Florida State Plan, the Migratory Compensatory Education Program provides an opportunity for interstate discussion and planning of common concerns relating to the education of the migrant child. The SEA provides opportunities for every participating county to participate in interstate activities such as conferences, interstate visits and interstate exchange of curriculum and instructional materials.

The majority of Florida interstate arrangements are with the states of New York, Virginia, North Carolina, and South Carolina. They are primarily directed towards workshops, conferences, and providing consultants to the receiving states.

Fifty-seven percent of the project directors indicated that they had no cooperative arrangements with districts in other states. Each of three categories, cooperative arrangements in special education services, training of the project personnel, and the "other" category, which included items relating to the use of the MSRTS, received 14 percent of the directors' responses.

Texas

Ninty percent of the Texas project directors indicated that they have no cooperative arrangements with LEAs in other states. The remaining nine percent of the responses related to the interchange of personnel training. Texas does, however, have numerous interstate activities conducted at the state level. For example, Texas Interstate Cooperative Project has long been a model for a teacher exchange program in migrant education projects. Presently, Texas sends approximately 26 teachers to the states which receive the largest number of Texas migrants in an effort to coordinate programs for the students. The teachers serve as resource personnel to the receiving states in assisting teachers and administrators to better understand the needs of the migrant child. Additionally, the Texas Education Agency conducts an annual workshop open to participants from other states in an attempt to better coordinate interstate activities. Texas cooperates with projects in California, Colorado, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Nebraska, New Mexico, New York, Ohio, Oregon, Utah, Virginia, Washington, Wisconsin and Wyoming.

Colorado

Once again, it appears that few project directors in the state of Colorado have made cooperative arrangements with school districts in other states concerning migrant children. Eighty percent of the project directors indicated that no cooperative arrangements



existed with school districts in other states. The remaining 20 percent of the responses were directed primarily towards the interchange of information through the MSRTS. The SEA, however, does contract with the Texas SEA to send teachers from Texas to Colorado. The exchange teachers provide in-service training demonstrations and critiques of Colorado projects.

### Michigan

For the state of Michigan, the contractor found 75 percent of the directors responding in the "other" category. Further examination of the responses in the "other" category showed their cooperative arrangements to be through the use of the MSRTS. Twenty-five percent of the directors responses were in the category "no existing cooperative arrangements with school districts in other states."

Basically, the cooperative arrangements are handled at the state level and take the form of recruiting teachers from Texas and Florida.

### North Carolina

In North Carolina, 67 percent of the project directors indicated that they had no cooperative arrangements with school districts. The "other" category received 33 percent of the responses. Again the "other" category was mainly concerned with the transfer or

verification of information regarding the student records.

North Carolina interstate activities take place at the SEA level. The state directors visit the base states to learn more about the children and their home base programs.

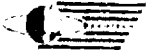
#### New York

In New York, one project director indicated that no cooperative arrangements existed whereas the other directors indicated cooperative arrangements existed in the "other" category. The "other" category dealt primarily with the transfer and updating of student information on the MSRTS.

It would be misleading, however, to conclude that New York has few cooperative interstate arrangements. In fact, both New York and New Jersey provide a good example of what can be done through interstate direct agreements. For example, through a mutual agreement with the New York and New Jersey SEAs, an arrangement was worked out to enable the Pine Island Project to take advantage of the vocational mobile units owned and operated by New Jersey. In addition, New York provides training slots to accommodate out-of-state teachers.

#### New Jersey

Seventy-five percent of the project directors in New Jersey indicated that no cooperative arrangements existed with school districts



in other states. The remaining 25 percent of the responses fell into the "other" category, which again was related to the use of the MSRTS.

Again, it is worth noting that New Jersey played a major role in developing a cooperative plan with the New York directors to share in the use of the mobile vocational units.

### Ohio

Seventeen percent of the Ohio project directors responded to the existence of cooperative arrangements with school districts in other states through special educational services. Half of the project directors indicated that no cooperative arrangements existed. The remaining 33 percent provided responses in the "other" category which included the verification of student information through the use of MSRTS.

Most of Ohio's interstate arrangements are directed towards mutual planning with Texas administrators and teachers to discuss problems in migrant education and to determine ways in which the two states can better coordinate their efforts to educate the children of migrant workers.

### Washington

Fifty percent of the project directors in Washington indicated that they had no cooperative arrangements with school districts in other

states. The remaining 50 percent indicated that arrangements existed with districts in other states in areas other than special education service or the training of project personnel. The other category included participation in the Texas teacher exchange program. In addition, there exists a tri-state cooperative arrangement with Washington, Oregon and Idaho in the training for and use of the MSRTS.

#### COORDINATION OF FUNDING RESOURCES

An attempt was made during the study to identify the nature and the extent of each state's efforts to maximize the use of other federal funding sources for the education of migrant children. As part of the evaluation plan, project directors and principals were specifically asked the degree in which coordination was occurring with other OE-administered programs such as regular Title I (Compensatory Education), Title II (School Library Resources), Title III (Guidance Counseling and Testing), Title V (Grants to Strengthen State Department of Education), Title VI (Education of Handicapped), and Title VII (Bilingual Education).

In assessing the responses from the directors, consideration must be given to the availability of the funds for the states and local areas. Furthermore, in cases where no other federal or local resources are available, PL 89-750 can be used to supplement or fund various

supportive services. However, one must keep in mind that when services are not provided by other federal sources PL 89-750 funds become the chief support for these services and thus dilute the comprehensiveness and quality of the educational components.

### Title I

In examining the responses compiled from the preceding question, as illustrated in Figure XII-1, it is evident that few states are taking advantage of ESEA regular Title I Services for the education of migrant children.

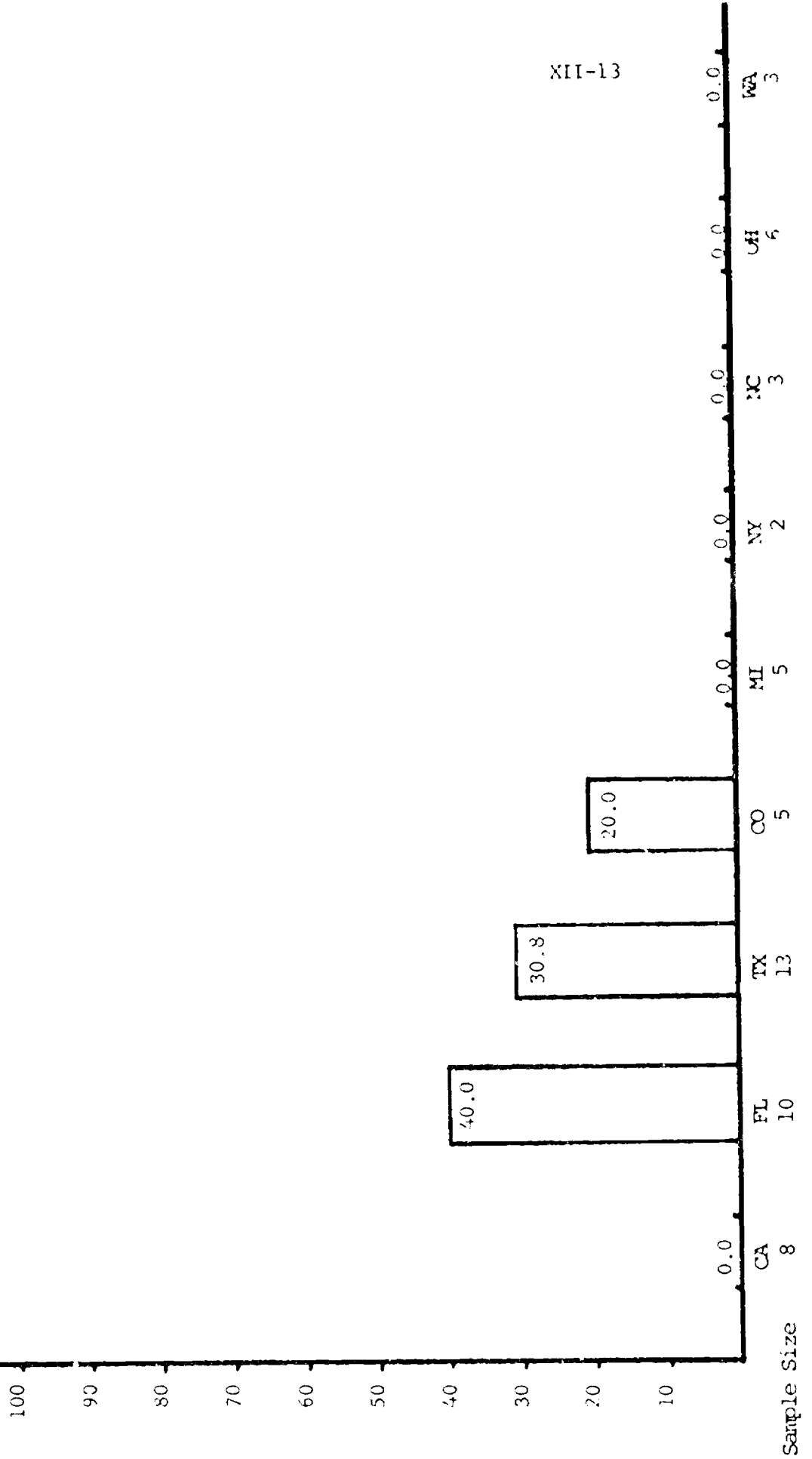
It is of interest to note that only two receiving states (Ohio and New Jersey, Figures XII-1 and XII-7) indicated that the regular Title I funds were being used for the education of migrant children. Less than half of the project directors in Florida provided responses to the use of regular Title I funds. No responses were provided by the California directors.

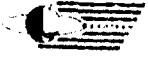
One must not become alarmed by the findings, as each state has its own mode of operation and it is not always possible to coordinate the migrant programs with the regular Title I. Nor is it possible to separate funding sources in classrooms of migrant and non-migrant students.



FIGURE XII-1

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE I (COMPENSATORY EDUCATION) PROGRAM PROVIDED SERVICES FOR MIGRANT CHILDREN IN YOUR PROJECT?"





In California, all educational programs operated within the California plan for the education of migrant children are required to be supplementary to and to complement all other programs available in participating school districts, including those provided under regular Title I. Furthermore, in many districts most of the migrant children are not considered eligible to be served by the regular Title I program as the amount of funds allocated is far too small to meet the pressing educational need of the residential disadvantaged children. In all but the smallest school districts, this has resulted in the designation of target areas where the highest concentration of low-income families reside. Generally, except in one-school, rural districts, agricultural workers tend to reside outside these concentrated target areas and thus are not eligible for regular Title I services. Since many of the educational needs of migrant children are similar to those of resident disadvantaged children, the larger districts tend to provide similar services for the two groups through two funding sources. In small districts, however, migrant children may be found to be among the target groups for regular Title I. The contractor suspects that these districts have been able to include some of the migrant children in the regular Title I program and provide additional services with migrant funds, although the project directors did not indicate this situation to be occurring.

The contractor suggests that the same situation as outlined for California may hold true for other states.

In Colorado, local project directors of Title I are also directors for migrant education in 16 of 21 programs. The SEA, according to the state plan, is requesting Title I equipment to be used for migrant programs when not in use for the regular program. In addition, during the regular term, local programs provide Title I funds for migrant children who have needs, such as special education and psychological services, not met by migrant education funds.

It should be noted that the receiving states, for the most part, operate summer projects, which often prevents access to regular Title I resources.

### Title II

In viewing the responses provided by the project directors regarding the use of Title II resources (Figure XII-2), it will be seen that the percentages are higher than for Title I. North Carolina apparently is the only state in which Title II resources are not tapped for the benefit of migrant children. Both the Washington and Texas project directors appear to be maximizing the resources of Title II for the benefit of migrant children. New Jersey's project directors' responses regarding benefits are shown in Figure XII- 7.

### Title III

Judging from the responses provided by the project directors (Figure XII- 3), there appears to be very little support provided by

FIGURE XII-2

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE II (SCHOOL LIBRARY RESOURCES) PROVIDED ACTUAL SERVICES FOR MIGRANT CHILDREN IN YOUR PROJECT?"

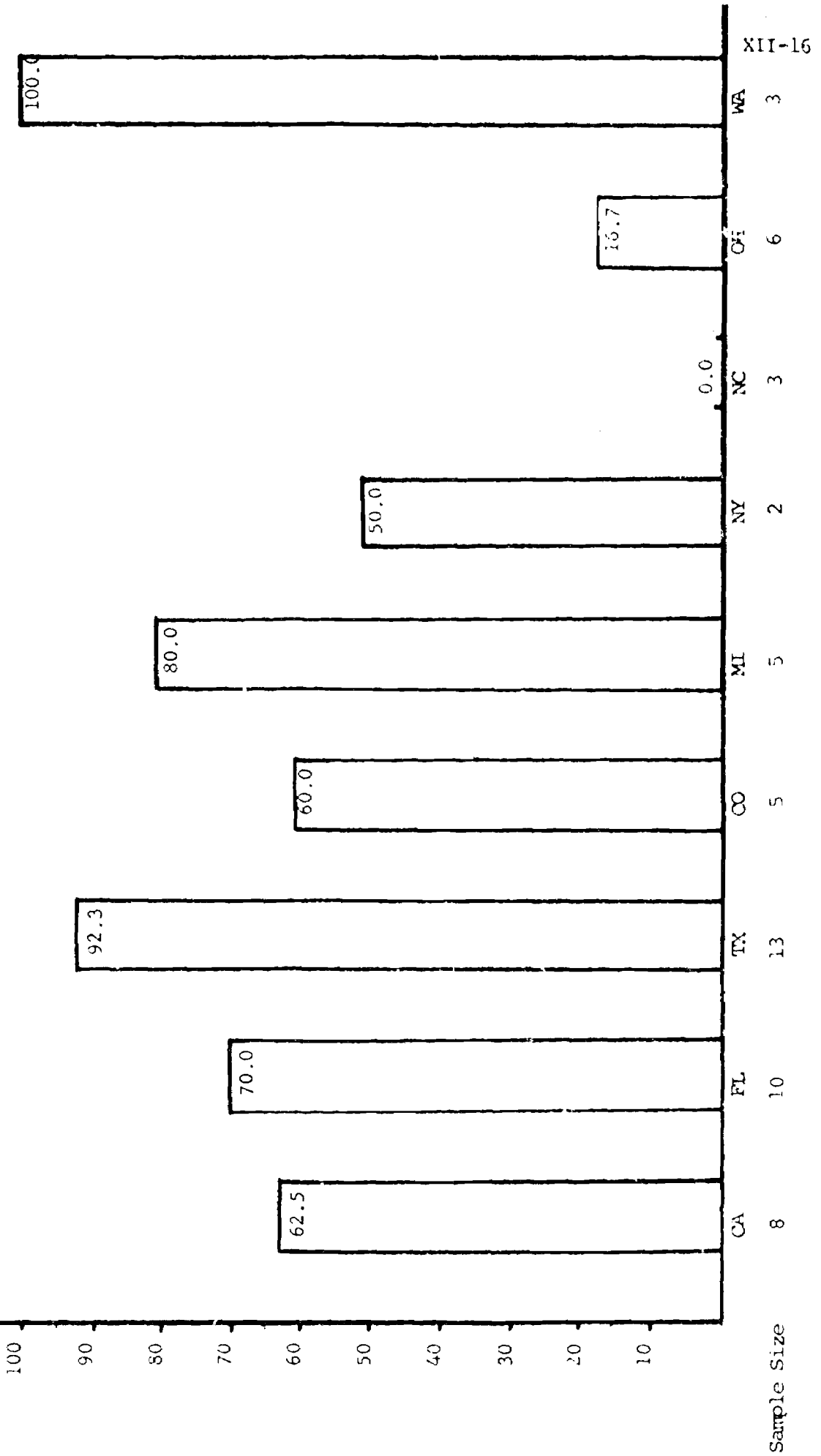
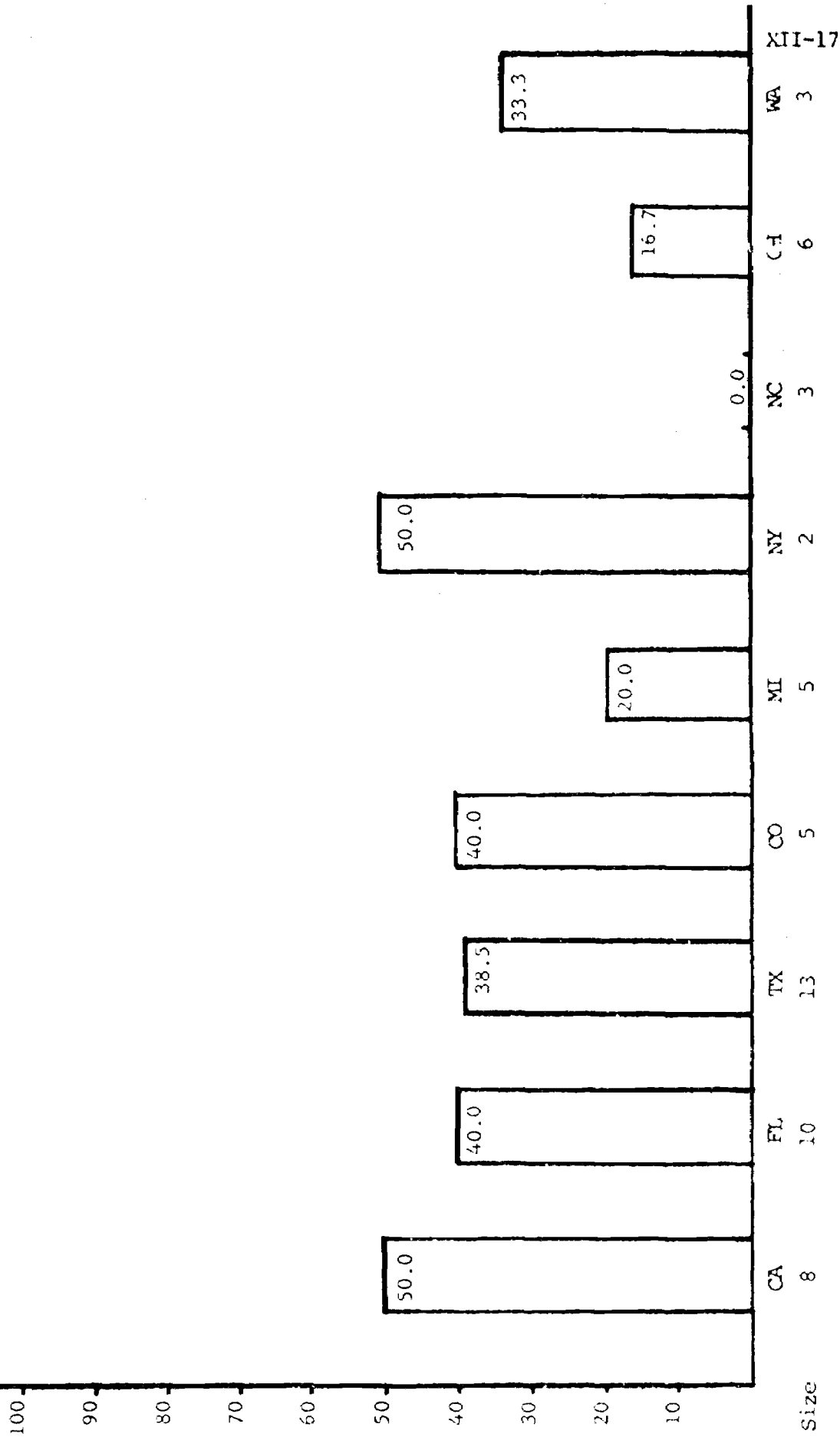


FIGURE XII-3

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE III (GUIDANCE COUNSELING AND TESTING) PROVIDED ACTUAL SERVICES FOR MIGRANT CHILDREN IN YOUR PROJECT?"



Title III to the migrant projects. This is especially noticeable in the states of North Carolina (0 percent), Michigan (20 percent), and New Jersey (20 percent) (Figure XII- 7).

This does not necessarily mean that migrant children are not receiving the services, but rather it indicates that the majority of projects not receiving the funds from Title III and providing the counseling service must do so through PL 89-750 support.

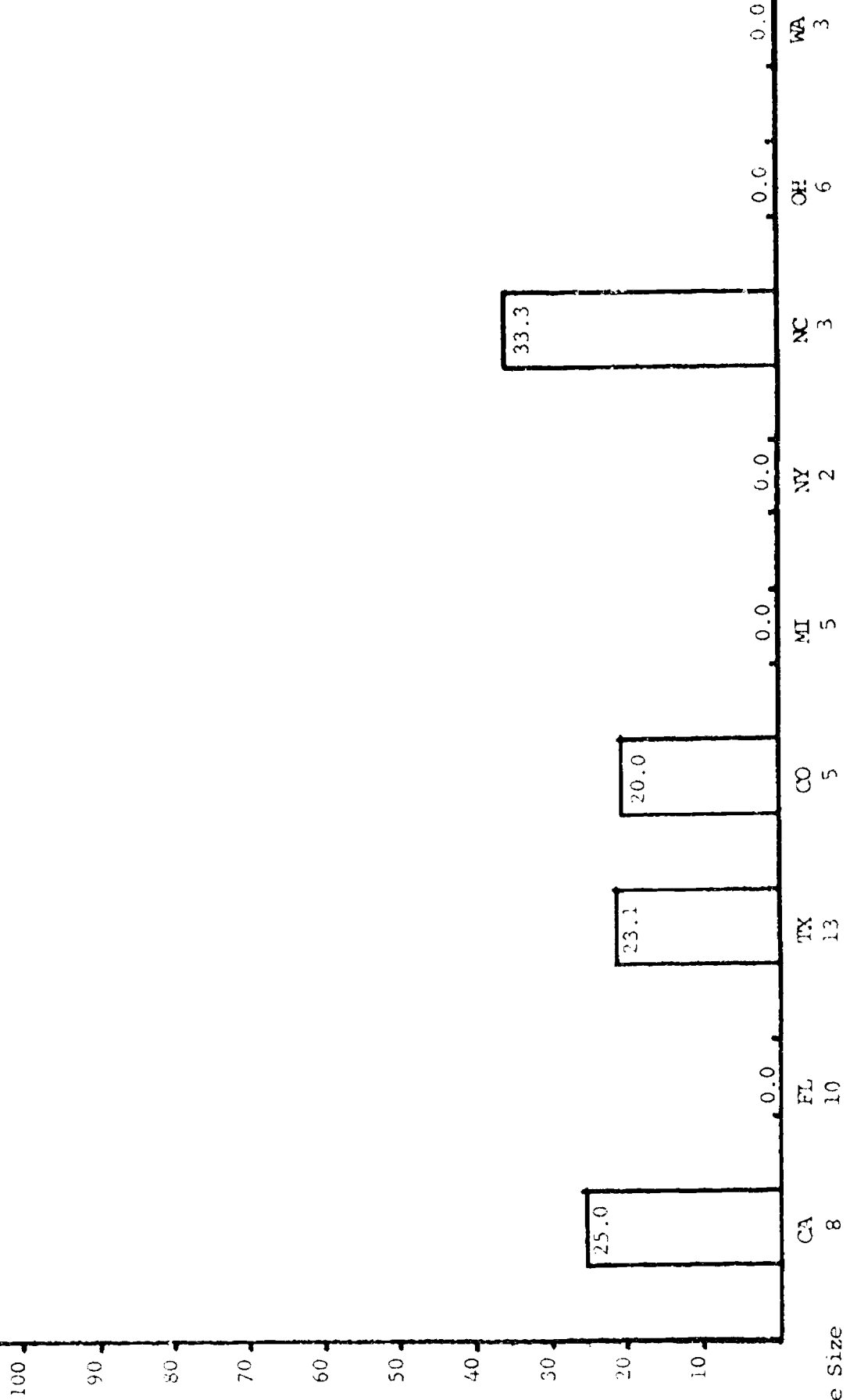
It is of interest to note that no positive responses were received from the project directors in North Carolina in spite of the fact that the state directors emphasize in the state plan that the migrant education program receives the support and cooperation of Title I, Title II, and Title III in providing services to migrant children.

#### Title V

As shown in Figure XII- 4 few significant positive responses were provided by the project directors to this area of inquiry. Little significance, however, can be attached to the findings as the contractor suspects that it is difficult for the project directors to ascertain how this funding source could be linked to actual services to the migrant child. It is of interest to note the high percentage of positive responses recorded from the North Carolina directors. In fact, it is the only area

FIGURE XII-4

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE V (GRANTS TO STRENGTHEN STATE DEPARTMENT OF EDUCATION) PROVIDED ACTUAL SERVICES TO MIGRANT CHILDREN IN YOUR PROJECT?"



of inquiry in which the North Carolina directors indicated that other categorical grants were providing actual services to migrant children.

#### Title VI

In examining Figure XII- 5, it appears that few projects receive assistance from Title VI in order to provide services to migrant children. It is difficult to draw any conclusion from these findings, as there are no available data regarding the incidence of handicapped migrant children. It is worth observing that 50 percent of the Florida directors responded positively to the question. Of equal importance is the fact that in eastern stream receiving states fed by Florida, New York and North Carolina directors say that no services were received from Title VI. This may be due to the fact that many of the migrant parents who have handicapped children leave them with relatives or friends during the harvest periods, thus there may be no need to tap this funding resource in the receiving states.

#### Title VII

As shown in Figure XII- 6, all the project directors in the base states provided positive responses to the use of Title VII funds for the benefit of migrant children.

Colorado was the only receiving state which indicated that Title VII funds were providing actual services to the migrant child.



FIGURE XII-5

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE VI (EDUCATION OF HANDICAPPED) PROVIDED ACTUAL SERVICES FOR MIGRANT CHILDREN IN YOUR PROJECT?"

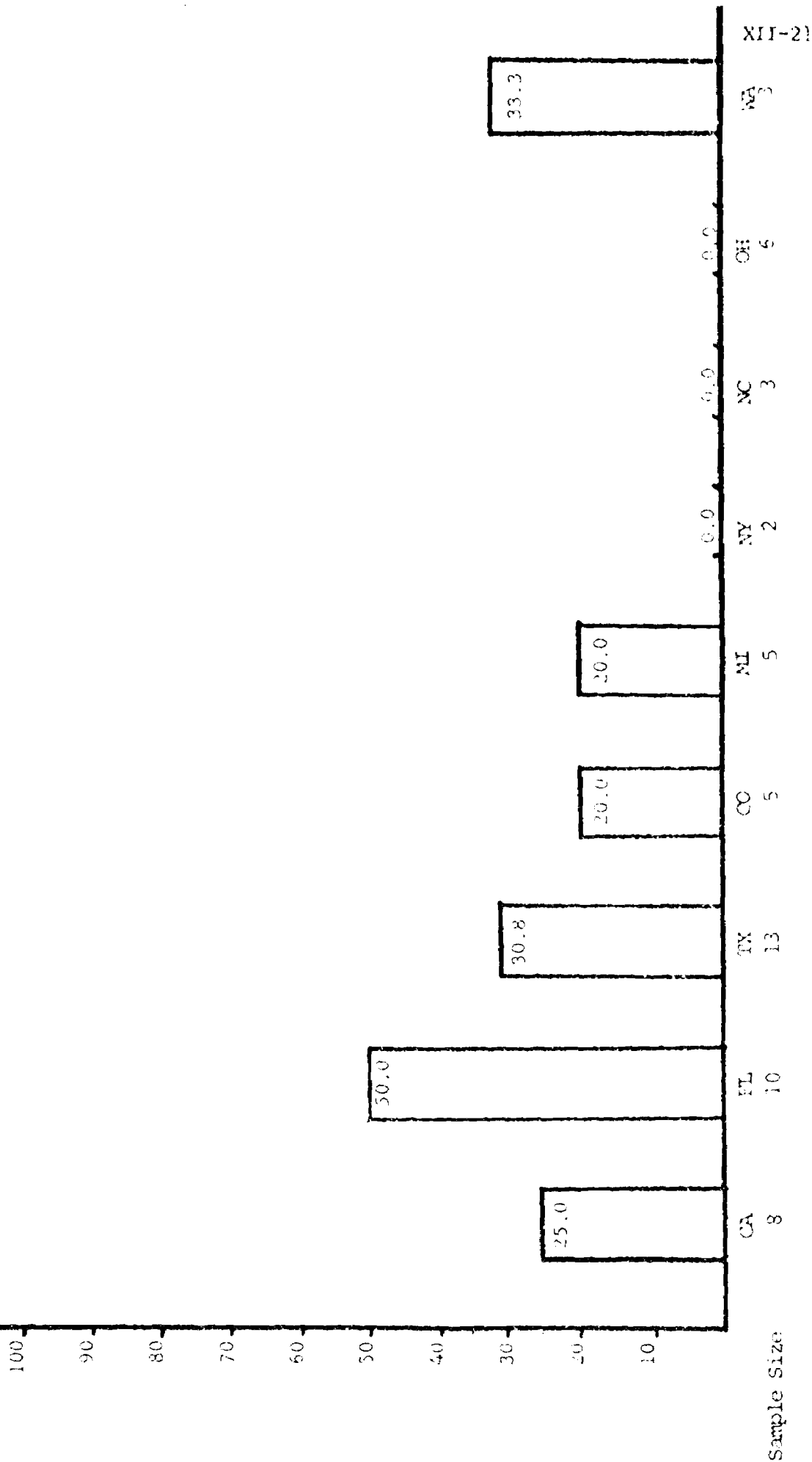


FIGURE XII-6

PERCENTAGES OF PROJECT DIRECTORS, BY STATES, RESPONDING AFFIRMATIVELY TO THE QUESTION "HAS TITLE VII (BILINGUAL EDUCATION) PROVIDED ACTUAL SERVICES TO MIGRANT CHILDREN IN YOUR PROJECT?"

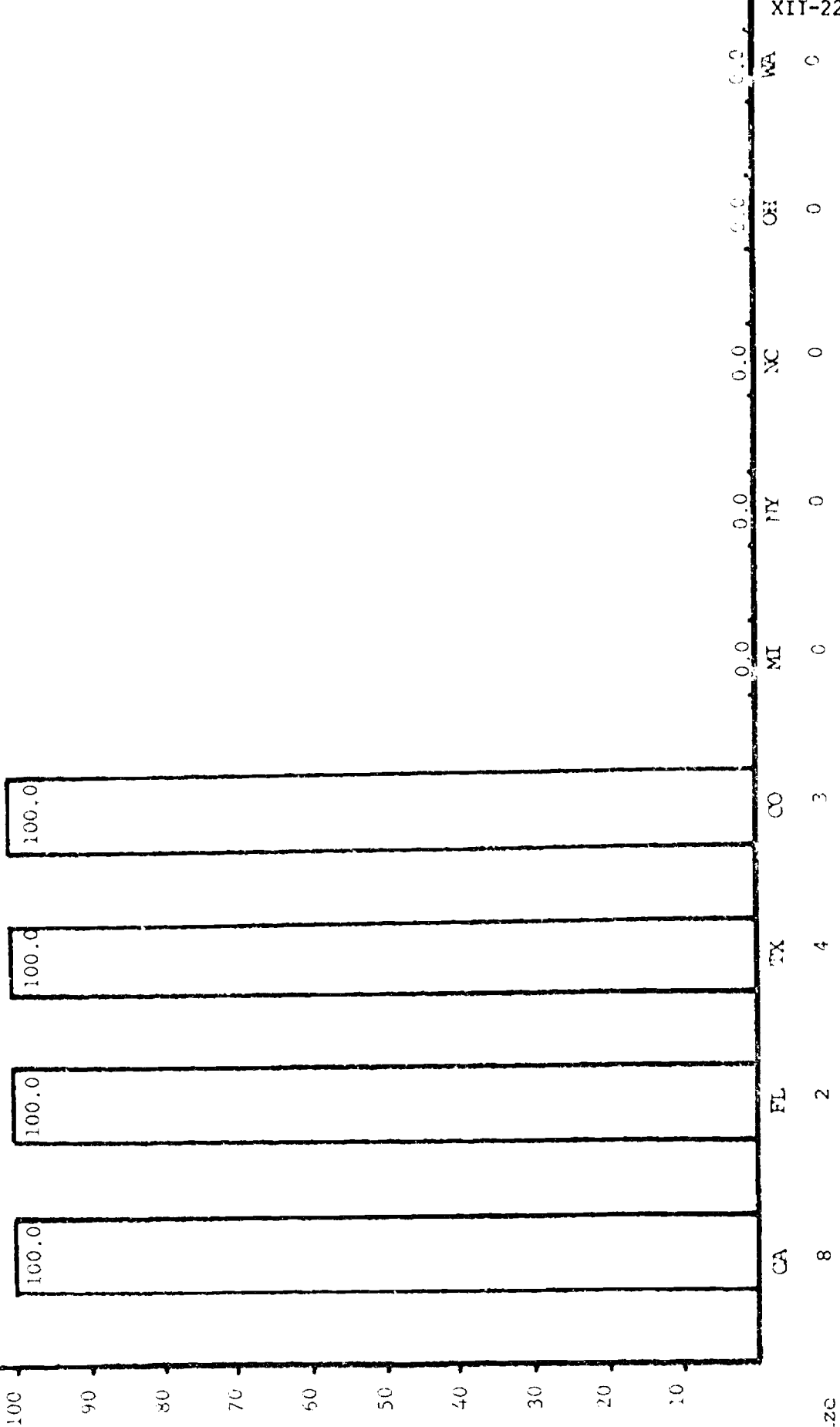
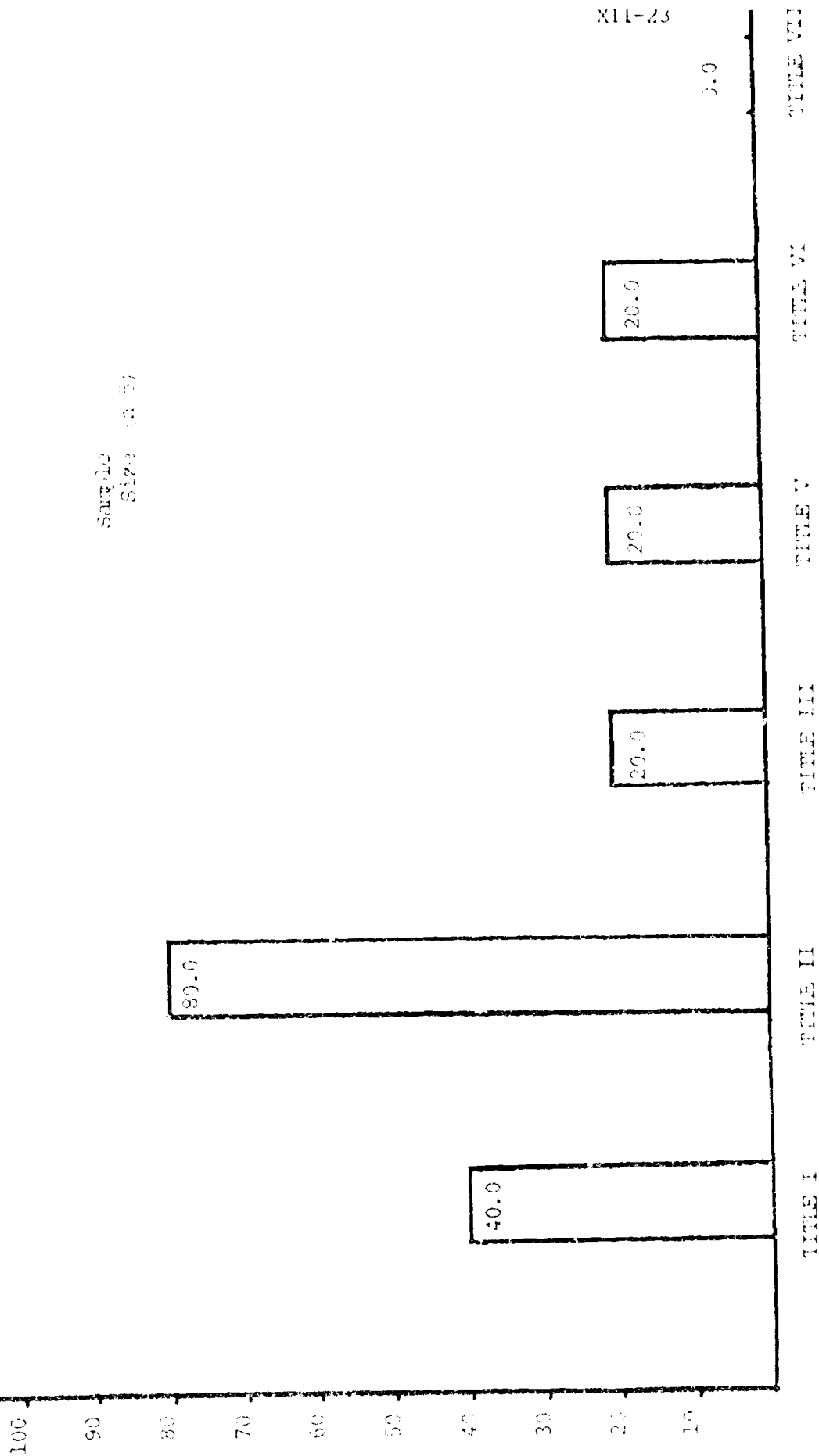


FIGURE XII-7

PERCENTAGES OF NEW JERSEY PROJECT DIRECTORS INDICATING PROVISION OF ACTUAL SERVICES TO MIGRANT CHILDREN BY TITLE I, TITLE II, TITLE III, TITLE V, TITLE VI, AND TITLE VII





It is disturbing to observe that none of the remaining receiving states were benefitting from Title VII, particularly when they do provide bilingual services to many of the program beneficiaries.

It appears that the bilingual education activities operating in the summer programs are supported entirely by PL 89-750 funds.

#### RELATIONSHIPS WITH OTHER FEDERAL PROGRAMS

The degree of support and services which are available and offered to the PL 89-750 programs enhances the projects' ability to move beyond the area of the classroom in order to better meet the comprehensive need of the migrant child.

Services provided in such programs as Head Start and Neighborhood Youth Corps all provide additional options for the development of coordinated innovative approaches to meet the needs of migrant workers and their children.

A further assessment of the projects' relationships with the programs other than those funded by USOE was made. Project directors were asked to indicate those federally financed programs which provided actual services to the migrant child.

The following program choices were available:

1. U.S. Department of Agriculture Food Programs
2. Community Action Agency
3. Neighborhood Youth Corps
4. Head Start
5. Follow Through

6. Department of Labor
7. Medical Aid to Indigent Families
8. OEO Migrant Programs

The responses provided by the project directors are illustrated in Figures XII-8 to XII-17.

In examining the responses, one must keep in mind that it may be impossible for the project directors to take full advantage of the benefits offered by other existing programs because of unavailable funds or because those program services are not available in the community.

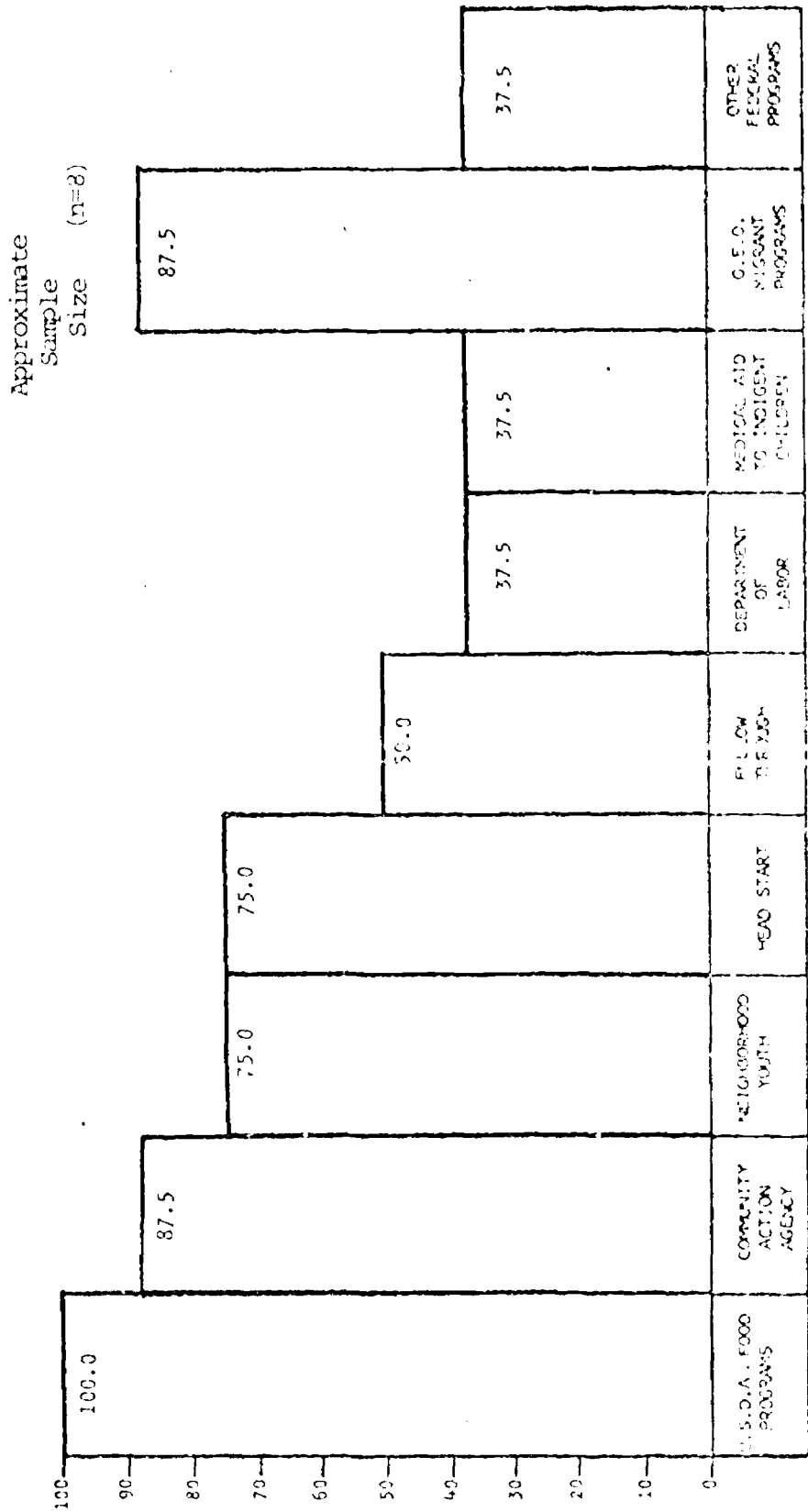
The findings do suggest a definite need, however, to coordinate existing federal programs in such a way that the PL 89-750 projects can take advantage of the services and thus, focus more directly on the educational needs of the child.

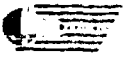
### California

The responses received in California as illustrated in Fig.XII-8 provide a good example of project directors who are attempting to maximize the use of other federally funded programs for the benefit of migrant children.

According to the state migrant education directors, an intensive effort is mounted to coordinate all programs providing services to migrant families in all areas of the state in which the migrant education program operates. The effort focuses on establishing the

FIGURE XII-8  
 PERCENTAGES OF CALIFORNIA PROJECT DIRECTORS INDICATING  
 PROVISION OF ACTUAL SERVICES TO MIGRANT  
 CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS





most comprehensive program of services to migrant families, while avoiding duplication of services by participating agencies.

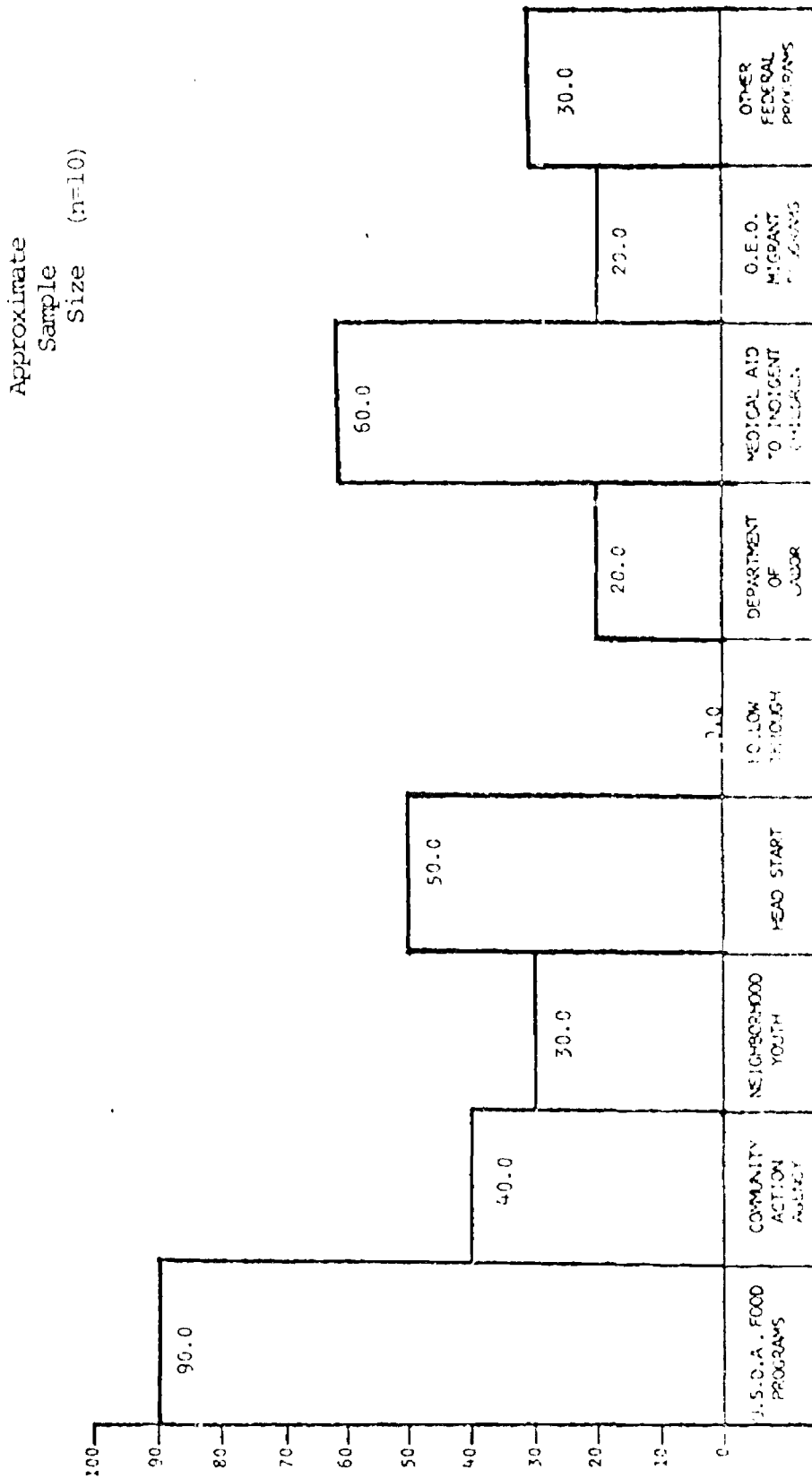
Judging from the findings illustrated in Figure XII-8, it appears that the intensive effort toward coordination of federally funded programs is providing some positive results.

The SEA personnel assume the major responsibility for maintaining liaison activities with the appropriate representatives of federal programs providing services to migrant children.

### Florida

Viewing the responses elicited from the project directors in Florida illustrated in Fig. XII-9, it is evident that the USDA program is the most frequently involved in providing services to migrant children. Over half of the project directors are taking advantage of medical aid to indigent children (Title 19 Medicaid Program) to obtain medical services for the migrant children. Half of the project directors are utilizing the benefits of the Head Start program. This may indicate the presence of a close working relationship between the Early Childhood Development Migrant program and the Head Start program. Only 20 percent of the directors indicated services being provided

FIGURE XII-9  
 PERCENTAGES OF FLORIDA PROJECT DIRECTORS INDICATING  
 PROVISION OF ACTUAL SERVICES TO MIGRANT  
 CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS





through the OEO III B migrant program. This low percentage may partially be due to the fact that in some of the areas there existed no OEO migrant program.

Florida recognizes the importance of utilizing other available resources as it requires each LEA, in order to avoid duplication in services, to make a determination of local capabilities and resources in their project plan. The plan must include a statement of the extent to which the categorical and supplemental special services and educational programs are provided through state and local funds, and federal funds.

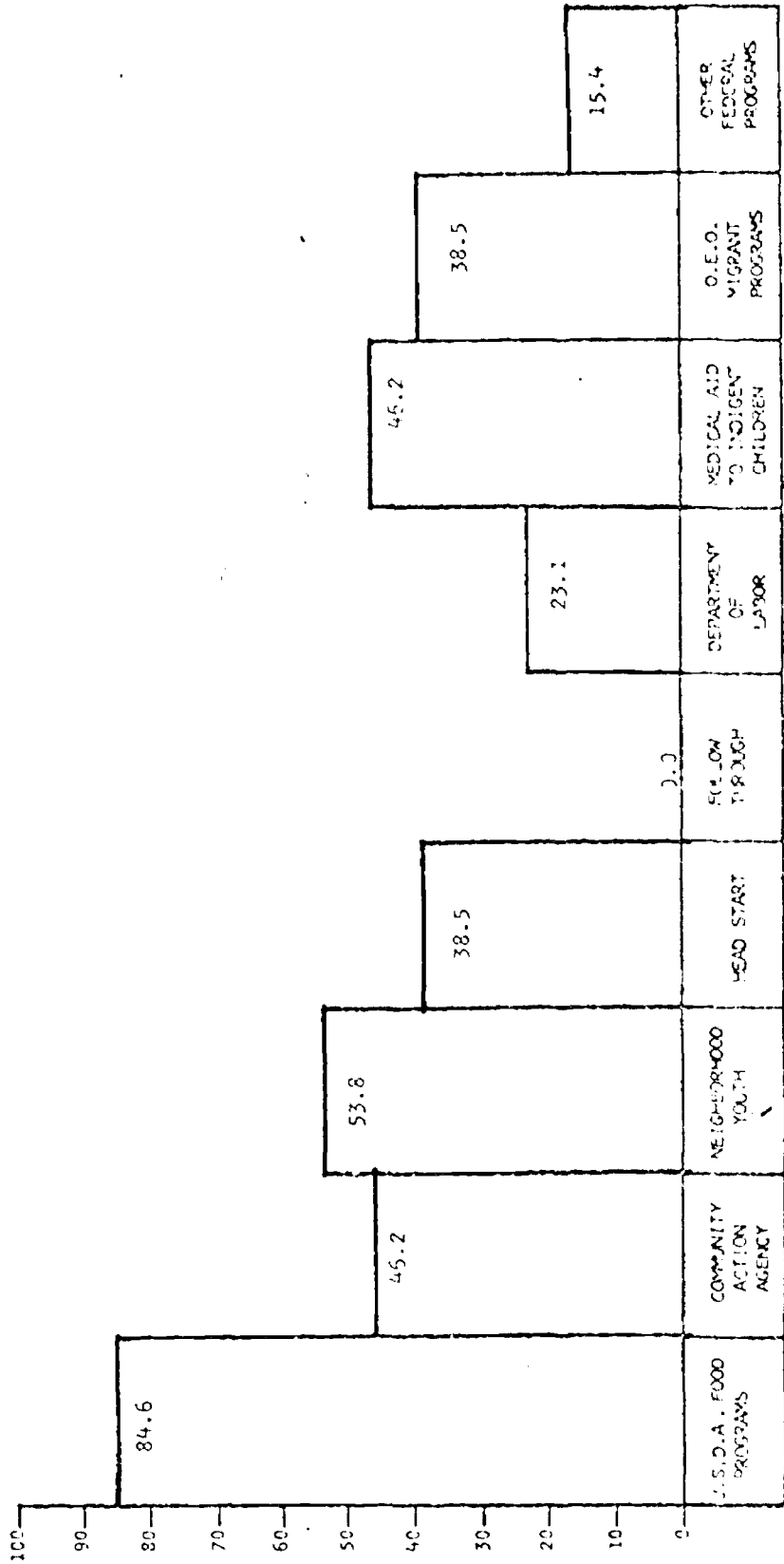
#### Texas

As seen in Figure XII-10, the majority of affirmative responses provided by Texas project directors regarding federally funded programs that actually provide services to migrant children occurred in the first item, USDA Food Programs. Texas directors, however, provided a slightly lower percentage of responses to this item (84%) compared to California (100%) and Florida (90%). This slight difference is due to the fact that there are not sufficient USDA funds available to meet all the needs of the migrant children. As indicated by the state director, Title I migrant program funds had to be used for both morning and afternoon snacks as funds are not available from the national lunch program.

FIGURE XII-10

PERCENTAGES OF TEXAS PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
Sample  
Size (n=13)





In comparing the responses received from the project directors in Florida (20.0) to those in Texas (39), it appears that the OEO programs in Texas are providing slightly more services to the participants of the PL 89-750 programs.

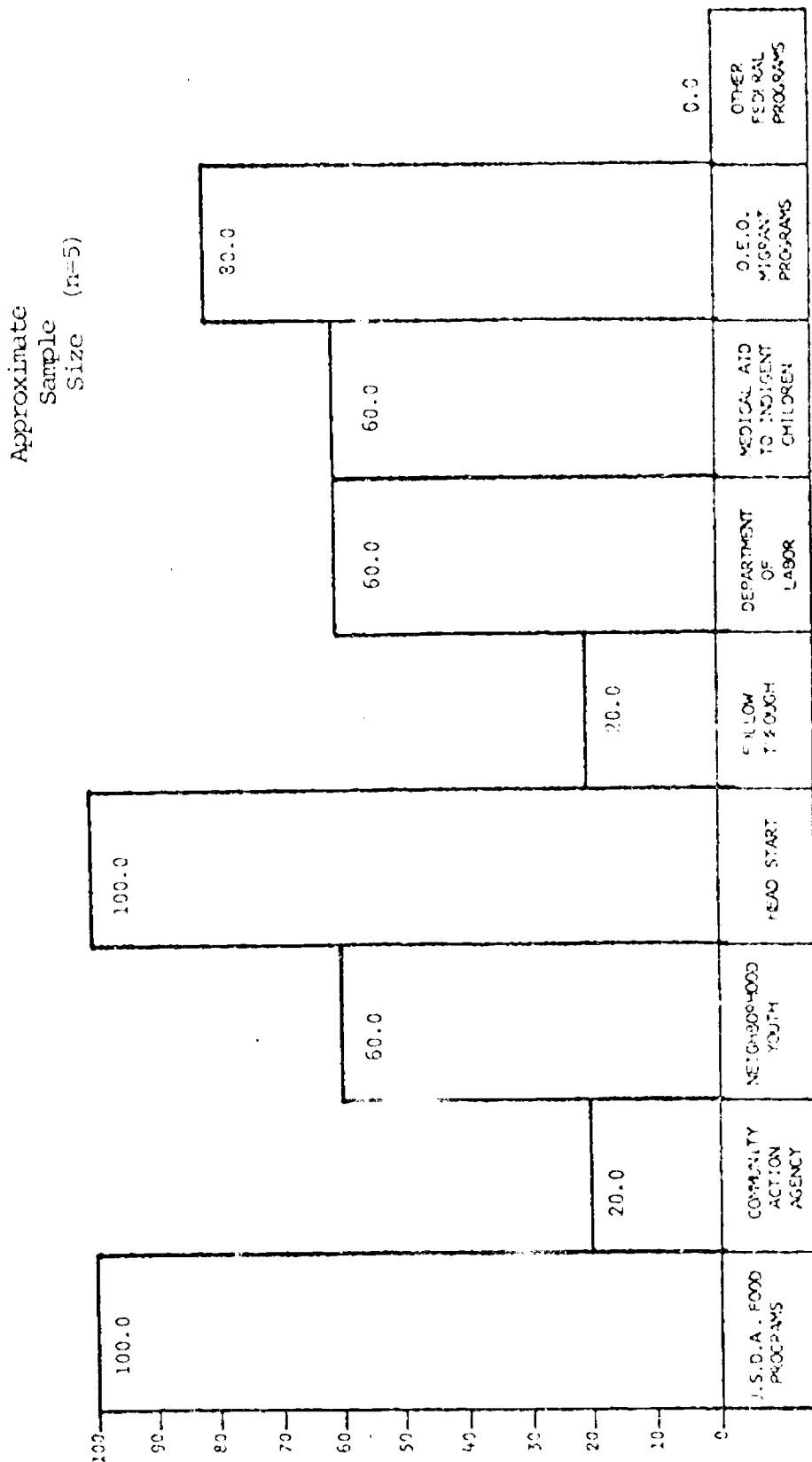
### Colorado

The affirmative responses provided by the Colorado project directors (Figure XII-11), regarding the federally funded programs which provide actual services to migrant children, present one of the best examples of a receiving state maximizing the resources of other programs.

Colorado directors provided the highest percentage of positive responses to services received from the OEO III-B migrant program. Colorado appears to be one of the few receiving states to be maximizing the services of the Head Start program for the benefit of migrant children.

The OEO services provided for the Colorado PL 89-750 projects take the form of sharing resources and facilities. LEAs in many areas are sharing facilities with day care programs. In some cases, the PL 89-750 programs pay for the cost; however, in others costs are divided between the day care and migrant program. The Colorado Migrant Council, the prime source of OEO migrant funds, operates a pre-school and ABC program for migrants.

FIGURE XII-11  
 PERCENTAGES OF COLORADO PROJECT DIRECTORS INDICATING  
 PROVISION OF ACTUAL SERVICES TO MIGRANT  
 CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS



The Follow-Through services provided to migrant projects take the form of three regular parent leadership conferences involving migrants, regular Title I, and Follow Through participants, who are primarily parents. The objectives are to further describe parents' rights and responsibilities in bettering education and to foster greater understanding between home and school. As a result, a joint cooperative venture between members of Follow Through and migrant education programs has developed a manual on parental involvement, with emphasis on techniques, methods and ways to get parents involved.

#### Michigan

As seen in Figure XII-12, Michigan project directors provided the highest percentage of affirmative responses to receiving services from the OEO III-B program. Again, the services received are primarily directed toward the sharing of facilities. The Michigan directors also appear to be taking full advantage of the USDA Food Programs.

#### New Jersey

As illustrated in Figure XII-13, high utilization of both USDA and Welfare Services is taking place in New Jersey. Forty percent of the project directors responded that services were being provided by OEO III-B. The primary component offered by OEO is that of day care

FIGURE XII-12

PERCENTAGES OF MICHIGAN PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

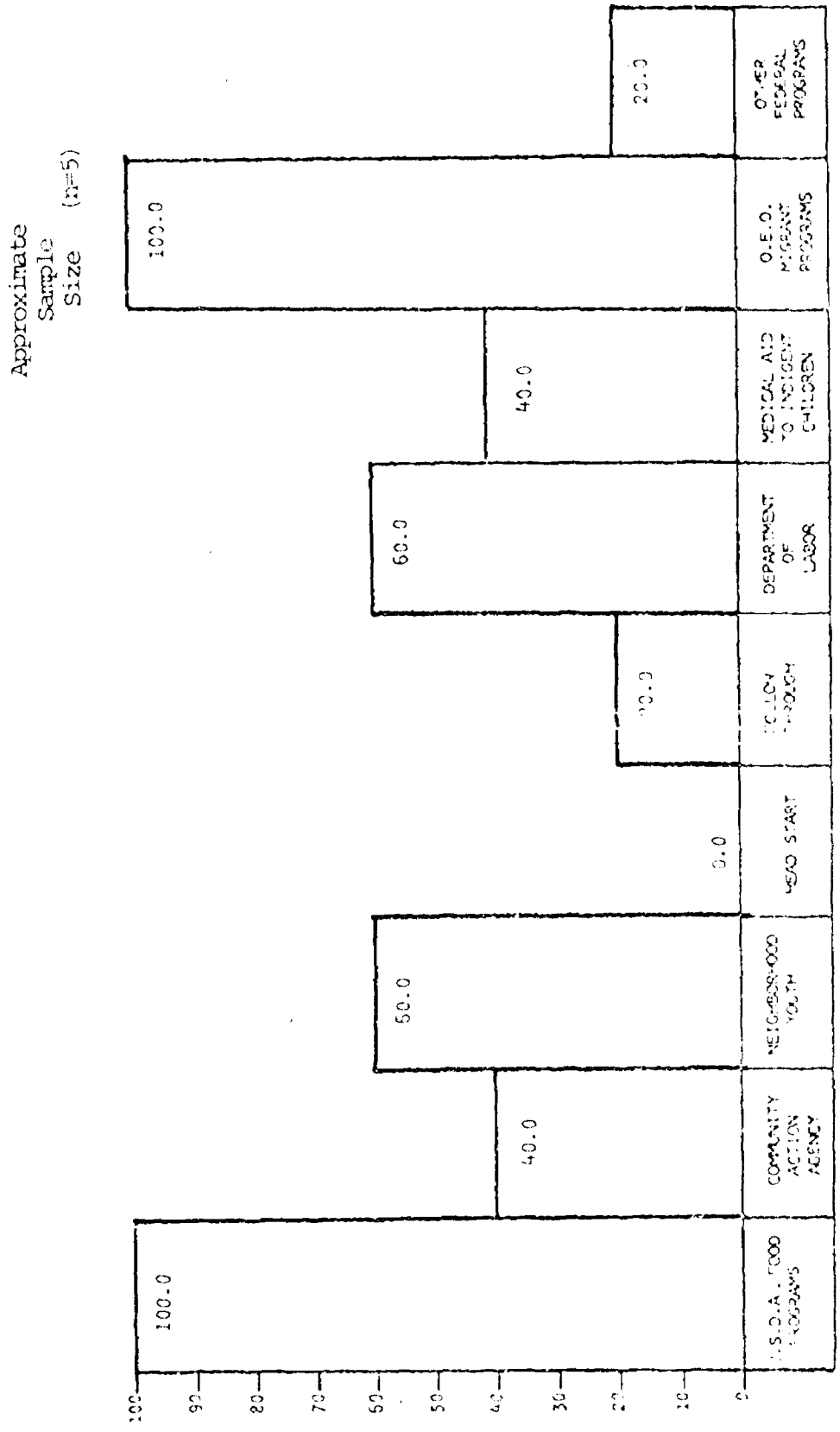
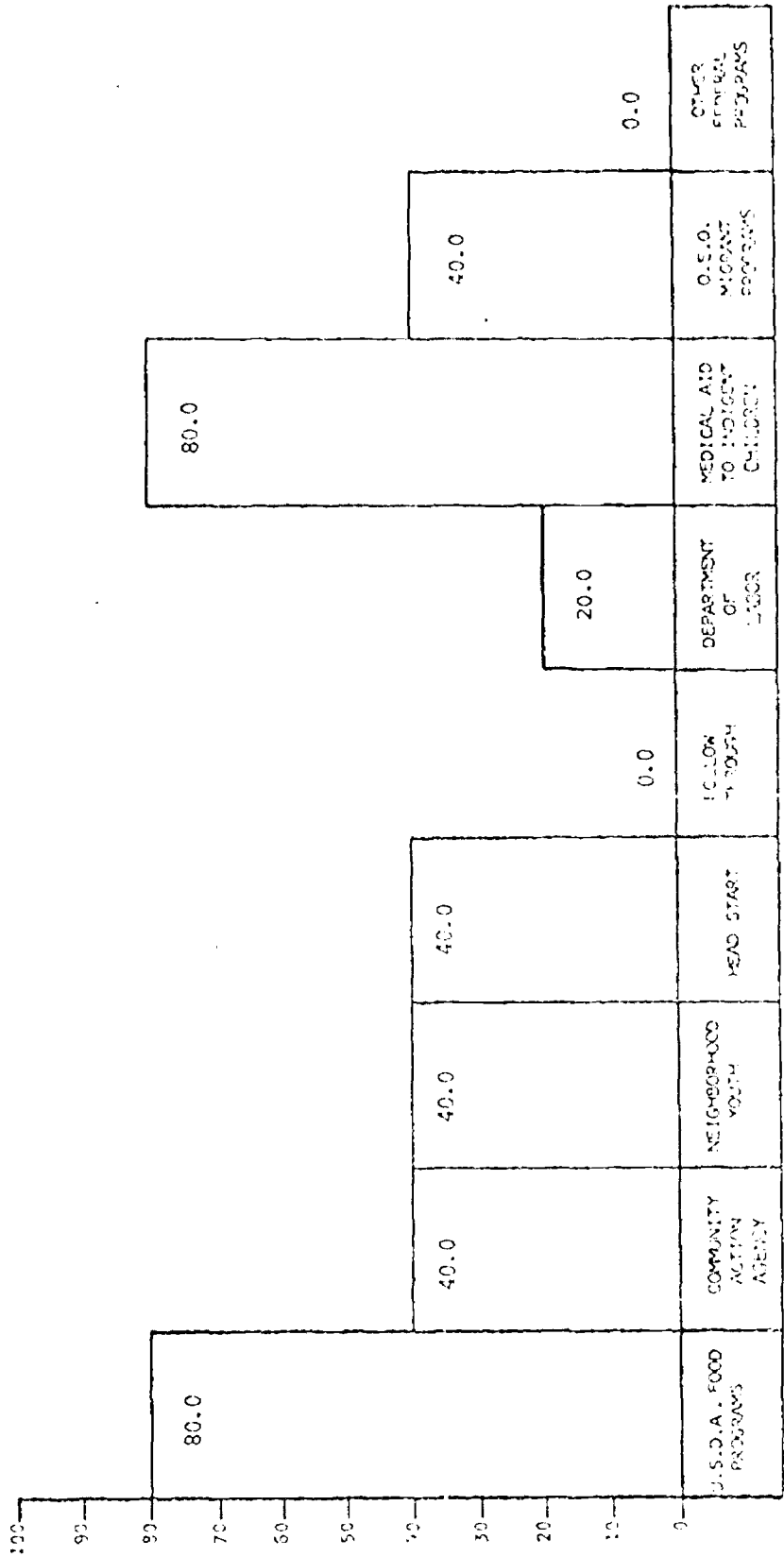


FIGURE XII-13

PERCENTAGES OF NEW JERSEY PROJECT DIRECTORS INDICATING  
 PROVISION OF ACTUAL SERVICES TO MIGRANT  
 CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
 Sample  
 Size (n=5)



and medical transportation. It should also be noted that through a cooperative arrangement with the State Department of Vocational Education, New Jersey was able to develop their mobile vocational training units.

### New York

It is difficult to assess the degree of coordination taking place in New York because of the sample size. As Fig. XII-14 illustrates there is a high utilization of the Neighborhood Youth Corps programs and USDA. It appears that significant support by the community action agencies is being provided.

### North Carolina

Figure XII-15 shows that a lower percentage of affirmative responses regarding the services provided by USDA were received from the North Carolina directors. Over half of the directors, however, did indicate that services of both the Department of Labor and of Welfare Services (medical aide to indigent children) were being provided to migrant children. It appears that the OEO III-B program is providing few services to the migrant children enrolled in the program as compared to the other receiving states.



FIGURE XII-14

PERCENTAGES OF NEW YORK PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
Sample  
Size (n=2)

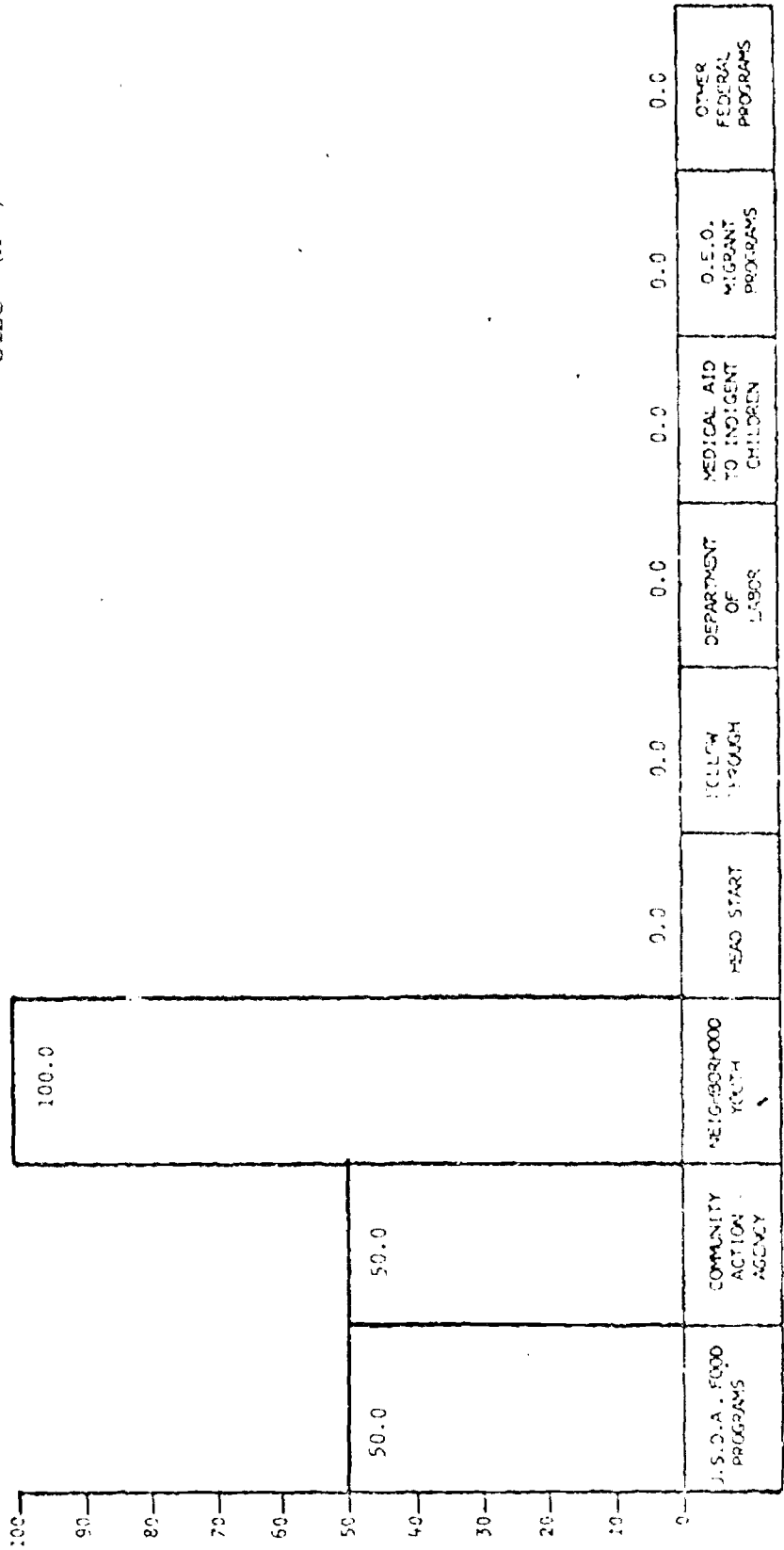
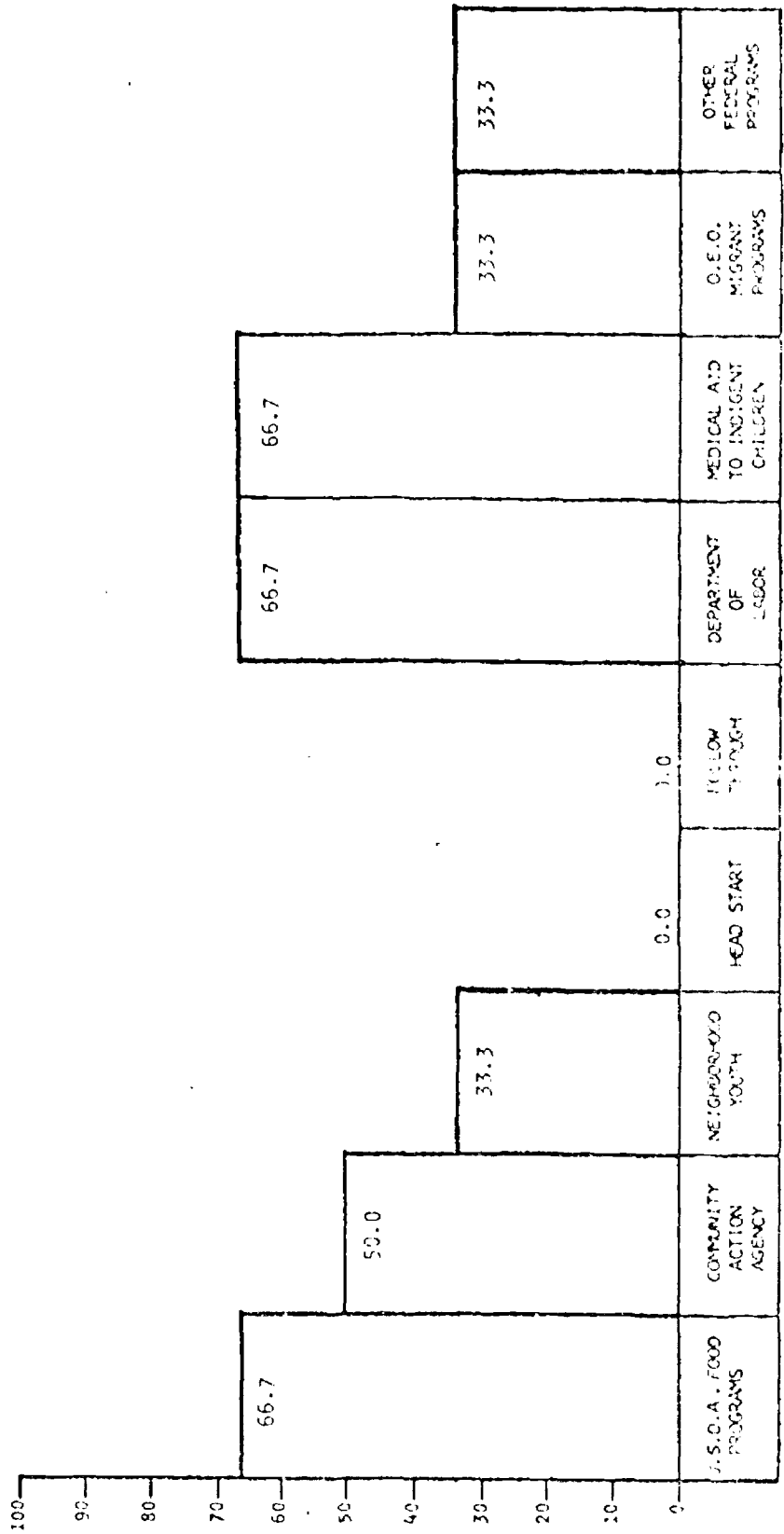


FIGURE XII-15

PERCENTAGES OF NORTH CAROLINA PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
Sample  
Size (n=3)



Ohio

As illustrated in Figure XII-16, only half of the project directors in Ohio provided affirmative responses to services being provided by USDA. Only a third of the directors in Ohio indicated that OEO III-B was offering services to the children on the project. The directors, however, did provide a significantly high percentage of responses regarding receiving services from the Community Action agencies.

It should be noted that during the SEA interview, the Migrant Education Director indicated that he had little contact with the III-B Migrant Program personnel. This could be a factor affecting the amount of support being offered by OEO III-B to the projects.

Washington

The greatest amount of support being provided by other federal programs for the Washington State Projects is through the USDA program. Head Start and Neighborhood Youth Corps programs rank high as contributors to the program (Figure XII-17).

According to the state director, day care centers funded by OEO III-B in areas where migrant education programs are in operation are closely coordinated with the school programs during the regular term

FIGURE XII-16

PERCENTAGES OF OHIO PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
Sample  
Size (n=6)

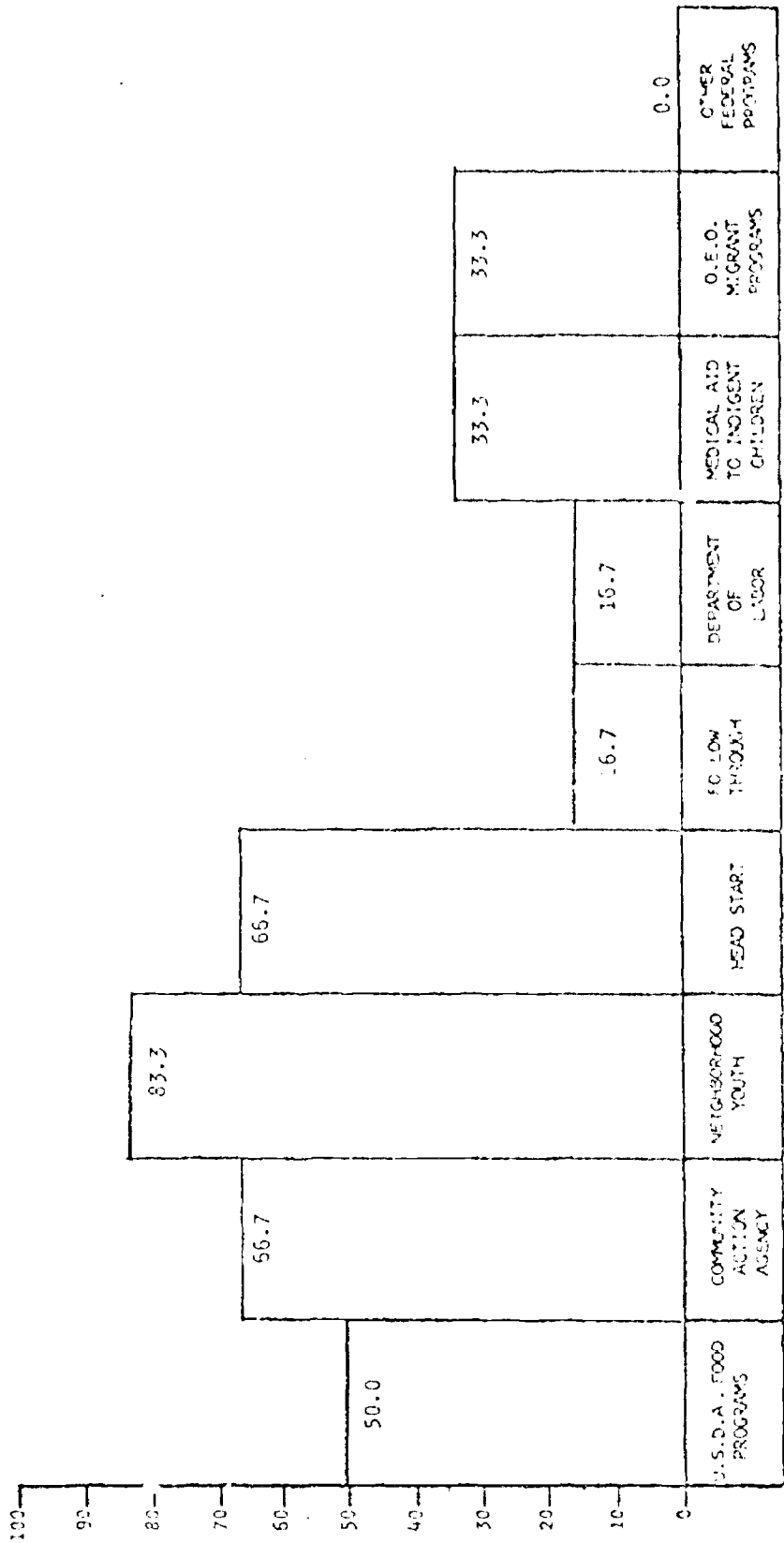
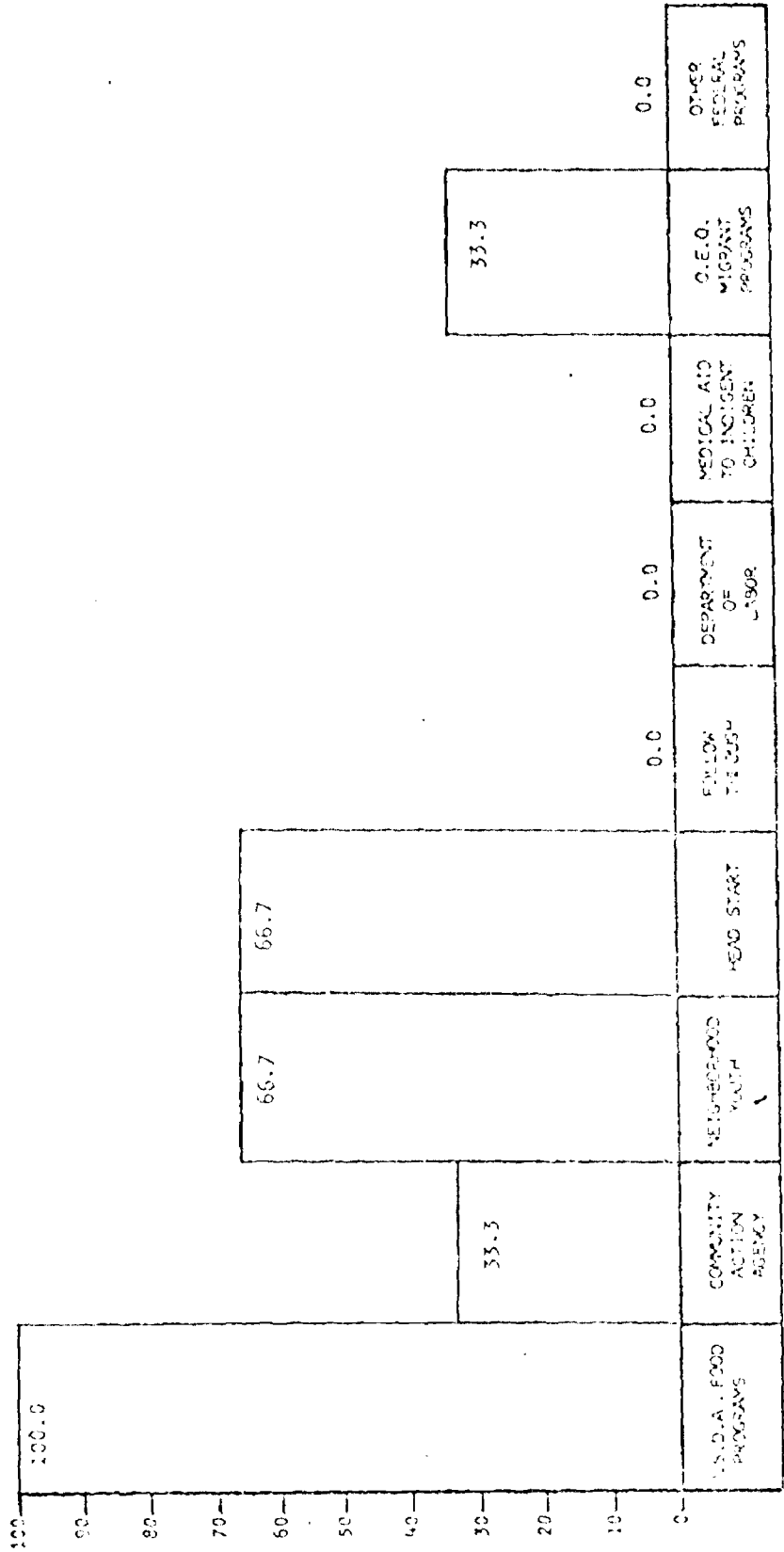



FIGURE XII-17

PERCENTAGES OF WASHINGTON PROJECT DIRECTORS INDICATING  
PROVISION OF ACTUAL SERVICES TO MIGRANT  
CHILDREN BY VARIOUS FEDERALLY FUNDED PROGRAMS

Approximate  
Sample  
Size (n=3)





and some are operated under the same roof with shared staff in summer programs.

#### LOCAL COORDINATION OF OTHER COMMUNITY RESOURCES

Prior to the allocation of funds to local projects an intensive effort must be undertaken by the appropriate PL 89-750 personnel to seek out other community resources in order to avoid duplication of services and expenditures.

As part of the coordination assessment, principals at each of the school sites were asked, "ARE EFFORTS MADE ON THE LOCAL LEVEL TO COORDINATE THE ACTIVITIES OF THE PL 89-750 PROGRAMS WITH OTHER COMMUNITY RESOURCES WHICH WOULD BENEFIT THE MIGRANT CHILDREN?" No responses are provided from the sites of New York and New Jersey as the principals were functioning as project directors.

As seen in Table XII-2, the majority of the principals are attempting to coordinate the activities of the PL 89-750 projects with other community resources.

TABLE XII-2

DETERMINATIONS OF PRINCIPALS, BY STATES AND BY BASE AND RECEIVING STATES, REGARDING AFFIRMATIVELY TO THE QUESTION "ARE EFFORTS MADE ON THE LOCAL LEVEL TO COORDINATE THE ACTIVITIES OF THE PL 89-750 PROGRAM WITH OTHER COMMUNITY RESOURCES WHICH WOULD BENEFIT THE MIGRANT CHILDREN?"

Percent	CA	FL	TX	CO	MI	NC	OH	WA	BASE	RECEIVING
YES	81	100	90	100	100	100	80	100	88	96
SAMPLE SIZE	43	21	29	6	11	1	5	1	93	24

#### COOPERATIVE ARRANGEMENTS WITH COMMUNITY GROUPS AND AGENCIES

A further assessment was undertaken to determine the extent to which other community groups and agencies were providing actual services to the migrant education program. Both the project directors and principals were asked to indicate the services being provided.

Unfortunately, it is impossible to provide a comparative analysis of the responses received as many of the project directors hold administrative responsibilities for numerous school whereas the principals are primarily responsible only for one. However, the responses to the question do provide illustrative information as to the amount and type of service the PL 89-750 programs are receiving from the local community.

## Health

The provision of health services to the migrant child participating in the PL 89-750 program may be done by the local public health agencies, special migrant health clinics, or directly by the program. It is of special importance that both directors and principals attempt to tap available health resources rather than using PL 89-750 funds. Again it must be kept in mind that this may be virtually impossible because of lack of funds or reluctance on the part of local communities to provide services to persons other than residents.

As seen in Table XII-3, it appears that the projects are utilizing health resources to meet the health needs. It should also be noted that, in many cases, the public health agencies are unable to meet the total health needs of the migrant child and PL 89-750 funds are used to supplement the services.

Principals indicated a wide diversity of services were being offered. The highest percentage of responses was in the area of immunization shots in both the base states (96%) and receiving states (88%). Examination for diagnosis of physical deficiencies and liaison services between home and school provided the next highest percentages of positive responses, followed by dental services.



TABLE XII-3

PERCENTAGES OF PRINCIPALS, BY STATES AND BY BASE AND RECEIVING STATES, INDICATING PROVISION OF VARIOUS SERVICES TO MIGRANT CHILDREN BY LOCAL PUBLIC HEALTH AGENCIES

	CA	FL	TX	CO	MI	NC	OH	WA	BASE	RECEIVING
Examination for Diagnosis of Physical Deficiencies	74	100	72	7	73	0	100	100	79	83
Immunization shots	92	100	97	100	73	100	100	100	96	88
Dental Services	69	76	53	0	73	100	75	0	65	79
Liaison services between home and school	87	90	63	86	73	100	100	100	79	83
Other services	5	14	16	0	18	0	25	0	11	13
Approximate Sample Size	39	21	32	7	11	1	4	1	92	24

Generally, the project directors' responses to the question provide basically the same picture. For example, the highest percentage of responses (93%) received from the base state directors was regarding immunization shots given by the health department. In the receiving states the immunization shots received the second highest percentage of responses (71%). Examination for diagnosis and physical deficiencies received the second highest percentage of responses from both the base and receiving states.

Whenever neither the project director nor the principal indicated receiving services from the health agencies, the service, if it is being provided, is probably being supported by PL 89-750.

Judging from the rather uniform nature of the responses received from both base and receiving state directors and principals, it appears that some duplication or overlapping of health services may be occurring. Hypothetically, we would expect less activity in the receiving states as the base states have a greater opportunity to deal with the comprehensive needs of the child.

It would appear to be more productive to concentrate on meeting the health needs of the migrant child in the base states if the resources were available and if the community's agencies would assume the responsibility. Of course there would still remain some need for health care in the receiving states for the intrastate migrants and for those children who were not served in the base states.

### Social Services

Additional information was sought from the principals regarding the services provided by the Social Service Department. It is readily apparent from Table XII-4 that the Department of Social Services, most frequent contribution to the PL 89-750 projects is in the area of medical and welfare services. Base states (65%) and receiving states (67%) provided almost equal percentages of positive responses. It is of interest to note that no responses were received from the principals of the Ohio projects. Only 33 percent of the project directors in Ohio indicated that the Department of Social Services provided medical and welfare services.

### Civic Groups

In regard to services provided by local civic groups, the base state principals, as indicated in Table XII-5, provided the highest percentages of responses to civic groups offering selected

TABLE XII-4

PERCENTAGES OF PRINCIPALS, BY STATES AND BY BASE AND RECEIVING STATES, INDICATING PROVISION OF LISTS OF ELIGIBLE CHILDREN AND MEDICAL AND WELFARE SERVICES BY LOCAL DEPARTMENTS OF SOCIAL SERVICES

	CA	FL	TX	CO	MI	NC	OH	WA	BASE	RECEIVING
List of children possibly eligible for the program	37	10	16	29	36	0	0	0	23	25
Medical and welfare services	71	48	59	100	73	0	0	100	65	57
Other	3	24	6	0	9	0	0	0	9	4
Approximate Sample Size	38	21	32	7	11	1	4	1	91	24

TABLE XII-5

PERCENTAGES OF PRINCIPALS, BY STATES AND BY BASE AND RECEIVING STATES, INDICATING PROVISIONS OF VARIOUS SERVICES BY LOCAL CIVIC GROUPS

	CA	FL	TX	CO	MI	NC	OH	WA	BASE	RECEIVING
Selected services such as provision of glasses	76	90	94	29	55	0	100	100	86	54
Food and/or clothing	82	67	61	86	91	100	50	100	71	83
Meeting places for parents	47	29	36	29	45	0	0	0	39	29
Monetary contributions for food or other emergency services	45	29	27	14	36	0	0	0	35	21
Approximate Sample Size	38	21	33	7	11	1	4	1	92	24

services, such as the provision of glasses to migrant children. The receiving states principals provided the greatest percentage of responses (83%) to the provision of food and clothing to migrant children.

#### COMMUNITY INVOLVEMENT

The migrant worker and his children have long been considered "aliens" to the community in which they are working. Their problems, for the most part, are viewed as temporary by the community, since they will soon be departing once the harvest is over and their labor is no longer needed. This general attitude has, unfortunately, permeated many of the local educational and social agencies within the community and thus prevented the treatment of many of the problems of the migrant family.

In addition, in many of the rural areas in which the majority of the PL 89-750 programs operate, there is hostility towards the program as it offers benefits to the migrant children which are not available to local residents. Some residents refer to the migrant education programs as "cadillac" projects. Local residents see migrant children being taken on exciting field trips while their own children sit home during the summer.

To enhance the educational experience of the migrant child and to assist in the accommodation and acceptance of children in the school, the community must be receptive to the program. To gain the necessary community acceptance the migrant education projects must take active and aggressive steps to involve the members of the community in the program and to involve the migrant child in the community so that better understanding is achieved by both sectors.

In investigating the attitude of the local community, the project directors were asked, "WHAT IS THE GENERAL ATTITUDE OF THE COMMUNITY TOWARD THE MIGRANT PROGRAM?" Table XII-6 compiles the responses of the project directors.

The responses reveal that neither the base nor receiving states noted particularly positive attitudes toward the migrant education program. Grouping the first two choices together for the base and receiving states, we find that over half of the project directors indicated that the community is either disinterested or resentful of the program.

The high degree of community interest indicated by the project directors in Washington may be a result of the state director's attempt to establish better communication channels within the migrant and non-migrant communities. For example, the SEA director has focused on the need for both the migrant and non-migrant families to understand the economics of the community in which they live and work and to have

TABLE XII-6

RESPONSES OF PROJECT DIRECTORS, IN PERCENT, TO THE QUESTION,  
 "WHAT IS THE GENERAL ATTITUDE OF THE COMMUNITY TOWARD THE MIGRANT PROGRAM?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Resentful	25	40	17	0	40	0	33	67	0	27	27
Disinterested	12	30	25	20	40	50	33	17	20	23	27
Interested	50	30	50	40	20	50	33	0	80	43	35
Actively participate in the program	12	0	17	40	0	0	0	17	0	7	12
Approximate Sample Size	8	10	12	5	5	2	2	6	5	30	26



practical knowledge and understanding of the different cultures of the community. There are additional needs for the total community to recognize the dependence of the local economy upon the migrant workers and to live in harmony as they reside there temporarily or after they settle out of the migrant stream. Materials are being produced and distributed which are specifically designed to:

- Acquaint migrant and non-migrant children with the importance of the labor performed by the migrant workers in the community through activities such as bringing workers and growers as resource persons to the classroom.
- Bring about a mutual understanding between migrants and non-migrants in order to gain respect for the characteristics and problems of each other.
- Provide experiences which help all children realize that different life styles and occupations have unique compensations, and that each is dependent upon the other within the economic structure of the community.

#### Methods Employed to Keep the Community Informed of the Program Activities

The first step in reducing negative or apathetic attitudes in the community is to keep it abreast of the activities carried on by the program. In assessing the degree to which the projects were attempting to keep the community informed, directors were asked, "WHAT ARE THE METHODS YOU HAVE EMPLOYED TO KEEP THE COMMUNITY GROUPS INFORMED OF PROJECT ACTIVITIES AND PROGRESS?" The detailed breakdown of responses received from the project directors is provided in Table XII-7.

TABLE XII-7

PERCENTAGES OF PROJECT DIRECTORS INDICATING THE USE OF VARIOUS METHODS TO INFORM THE COMMUNITY OF PROGRAM ACTIVITIES, BY STATES AND BY BASE AND RECEIVING STATES

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Conferences and meetings	88	50	77	100	80	50	33	20	0	71	50
Letters	63	40	69	20	40	0	33	17	33	58	25
Questionnaires	38	10	8	0	40	0	0	0	0	16	8
Personal visits	88	50	77	20	60	100	67	17	33	71	42
Pamphlets	75	40	46	80	100	50	0	83	100	52	42
Approximate Sample Size	8	10	13	5	5	2	3	6	2	31	24

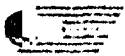
In examining the findings, it is apparent that the most frequent method used to inform the community of the activities of the program in both the base and receiving states is through conferences and meetings. The second most frequently employed method in both base and receiving states is through personal visits.

It is of interest to observe that the Ohio directors provided the highest percentage of responses (67%) regarding community resentment of the program, and that their most frequent method of keeping the community informed is through the use of pamphlets.

The SEAS in many of the states have assisted the local projects by providing them with various materials for use in informing local community groups of the activities of the program. For example, in the state of Colorado, the SEA has video-taped exemplary educational activities and shared these with local districts and parents through their mobile migrant education units. In New York, the SEA has produced a film entitled "To Be Somebody," which illustrates student involvement in learning activities. The copies of the film are circulated to schools, civic groups, and anyone interested in the education of the migrant child. The SEA in Florida, in addition to the use of films, has designed a pictorial brochure called "Change It For Her" to be used to encourage civic and other group involvement in the migrant program.

Washington provides an excellent example of a state which has taken aggressive steps to ensure that information regarding the project activities is disseminated to local groups. The following specific procedures regarding the information process to be followed by the IFAs were given in the Washington 1972-73 plan:

- Identification of who is responsible for information and communication activities and what are lines and limits of authority.
- Development of a one-page abstract that summarizes the needs, objectives, procedures, and evaluation design of the project.
- Identification of the potential target audiences -- what are their possible interests in and reactions to project activities?
- Identification of behaviors desired from each target audience in order to reach project goals and participant objectives.
- Selection of action plans (strategies, methods, techniques) to gain from each target audience the behaviors needed to reach project goals and participant objectives.
- Determination of instruments to measure to what degree information and communication activities bring about the target audience behaviors needed to reach project goals and participant objectives.



## CHAPTER XIII

### STAFF DEVELOPMENT

#### GENERAL OBSERVATIONS

Staff training and development for migrant education projects is provided in all of the states surveyed in this study. However, PL 89-750 contains no requirements, mandates, or prohibitions concerning this aspect of the projects; nor does the USOE specify requirements or guidelines. As a result, the training and development activities vary from state to state and reflect the initiatives and discretions of the SEAs and LEAs. Training methods differ markedly and there is considerable variation.

In addition to the diversity of the training methods, there is considerable variation in the amount of funds allocated by the states for staff development. For example, in the base states we found that 2.9% of the total monies were allocated to staff development, as compared with 6.1% in the receiving states. Comparing the distribution of staff development funds between the eastern and western stream projects, we found 8.0% of the total allocation in the western stream devoted to staff development and only 3.3% in the eastern stream projects.

This section assesses the pre-service and in-service training used in both the base and receiving states to prepare the teaching staff for working with migrant children.

In reading the survey results, one must keep in mind the three types of teachers most commonly found in the P.L. 89-750 projects:

1. Summer project teachers who instruct classes composed entirely of migrant children for 4-7 weeks. Upon completion of the summer program, they instruct permanent residents.
2. Base state teachers (excluding teachers in Texas who are responsible for teaching migrant children during the six-month program) providing instruction to successive groups of returning migrants as well as permanent residents.
3. Regular teachers who experience an influx of migrants during the regular academic year. These teachers have to integrate migrant children into classes composed of permanent residents.

#### PRE-SERVICE TRAINING

Generally, pre-service training sessions give both state and local migrant educational directors an opportunity to brief the local staff on program plans and to provide instruction on the mandatory practices and procedures to be followed. Because most migrant projects are operated in rural areas, the teachers, in many cases, are unaware of new techniques and materials. The pre-service training sessions provide an opportunity for instruction in new concepts and familiarization of teachers with newly acquired instructional materials.

Project directors were asked, "WAS THERE ANY PRE-SERVICE TRAINING DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?" The responses are shown in the following table:

TABLE XIII-1

RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT, TO THE QUESTION "WAS THERE ANY PRE-SERVICE TRAINING DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Percent Yes	100	90	100	80	100	100	100	50	80
Sample Size	7	10	13	5	6	2	3	6	5

Ohio is the only state in which most directors did not indicate pre-service training activities. One might expect this difference to be the result of more emphasis being placed on in-service training. This, however, does not appear to be the case. A similar question regarding in-service training was asked and only 20% of the project directors in Ohio provided positive responses. Judging from this information, very little pre-service or in-service training is being provided to the project staff in Ohio. However, in viewing their distribution of funds, we find that 4.0% of their total allocation is devoted to staff development activities.

The directors were then asked, "WHAT IS THE PRIMARY FOCUS OF THE PRE-SERVICE TRAINING?" Overall, the responses produce a fairly uniform pattern, as shown in Table XIII-2. There are, however, disparities among the states in

TABLE XIII-2

RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
"WHAT IS THE PRIMARY FOCUS OF THE PRE-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
1	100	78	75	75	100	50	100	100	50
2	100	89	58	100	67	100	100	100	100
3	100	78	75	75	100	50	100	100	50
4	100	67	58	100	83	50	100	100	75
5	100	67	67	100	83	0	100	100	75
6	100	56	42	100	83	0	100	100	50
7	100	89	50	100	83	100	100	100	75
8	100	89	100	75	67	50	67	100	100
9	100	67	67	100	83	50	100	100	50
10	100	67	67	100	83	50	100	100	75
11	100	56	50	100	50	0	33	67	50
12	100	78	58	100	83	0	100	100	100
13	100	89	50	100	83	0	100	33	50
	8	9	12	4	6	2	3	3	4



the various training items listed. When comparing responses across the states, the answers received from the two project directors in New York present the greatest disparity in items 5,6,11,12, and 13.

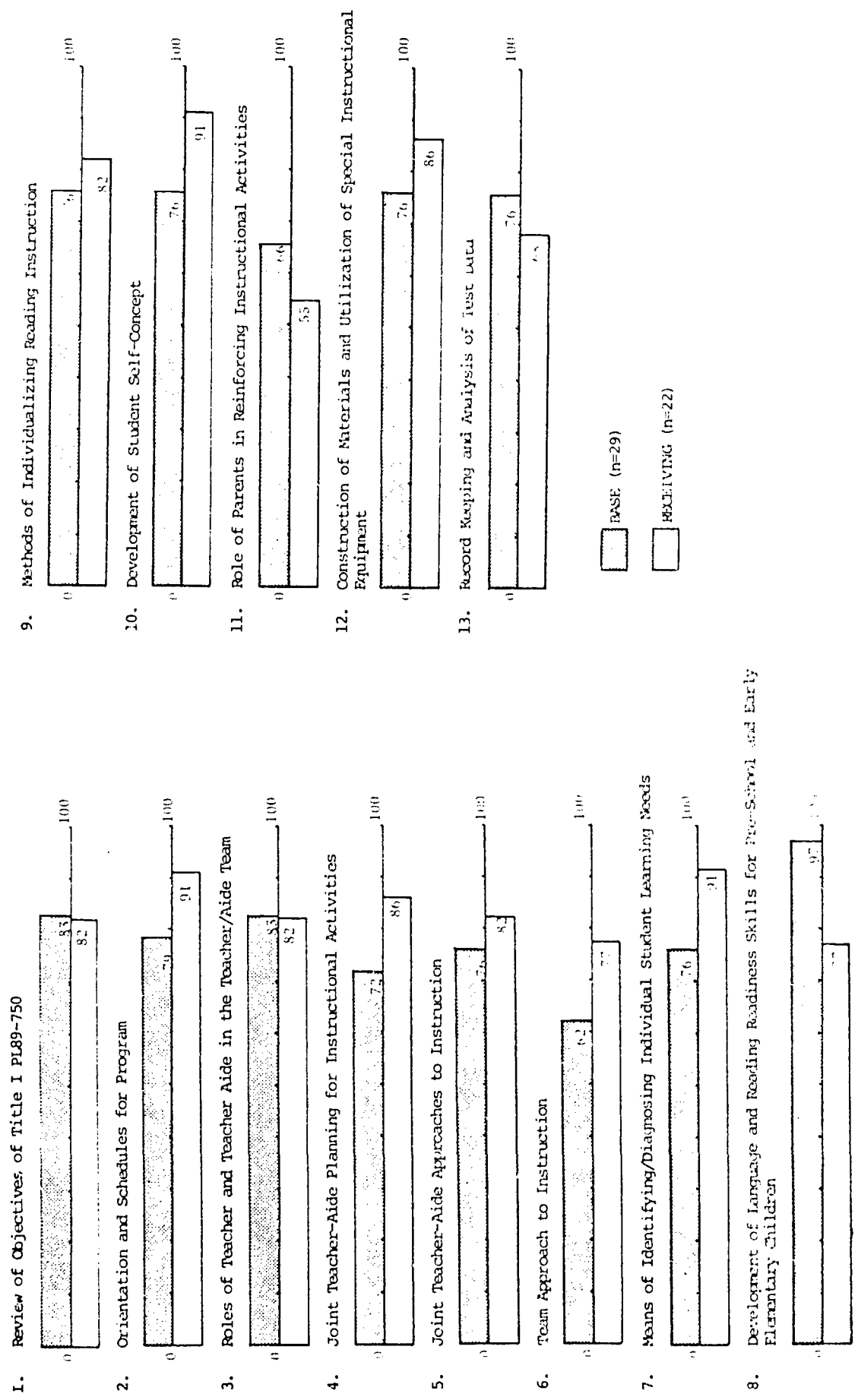
It is of particular interest to note the low percentages of responses for Item 11 (The Role of Parents in Reinforcing Instructional Activities). This item is especially relevant considering the importance of training parents to work with their children to improve continuity during changes from one school to another.

Figure XIII-1 compares the responses of base states and receiving states to the same question. It reveals little difference in overall content. One would expect, or hope for, a sharp contrast between base and receiving states' programs, as the demands on the teacher are of a different nature. The content of the pre-service training, however, reflects little recognition of that difference. For example, when consideration is given to the amount of time the teacher in the receiving states has with the child, training in methods of individualized instruction becomes increasingly important and, therefore, one would expect greater emphasis to be given to that training need in the receiving states.

In general, it appears that the content of the pre-service training falls into a standardized mold for both the base and receiving states. Little recognition is given to the variations in the receiving-state and base-state projects and the training needed by the teachers for assisting the child to adapt to these variations. However, judging from the information provided in state plans, the pre-service sessions are reflecting the individual training of the LEA's.

FIGURE XIII-1

COMPARISON OF RESPONSES OF PROJECT DIRECTORS IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHAT IS THE PRIMARY FOCUS OF THE PRE-SERVICE TRAINING?"



### Primary Focus of Pre-Service Training as Viewed by Teachers

In order to supplement the information received from the project directors regarding the focus of the pre-service training, the teachers were asked, "WAS THERE ANY PRE-SERVICE TRAINING FOR YOU DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?" Those responding "yes" were then asked, "WHAT WERE THE PRIMARY AREAS COVERED IN THE PRE-SERVICE TRAINING?" The responses to the question are seen in Table XIII-3.

It is of particular interest to view the responses provided by the California teachers. They contrast significantly with the responses provided by the directors. As noted in Table XIII-2, all California directors indicated the inclusion of all the pre-service training items listed. In most cases, less than half of the teachers indicated that the items listed were included in their pre-service training. Judging from this information, either the California directors are not aware of the content of the pre-service training or few of the teachers are actually exposed to the full agenda of pre-service training being offered.

Further illustration of this point is made by examining the responses provided by the two directors in New York. As mentioned earlier, neither responded to items 5,6,11,12 and 13. The New York teachers, however, provided significant responses for all five categories.

In assessing these findings, it appears that the two directors in New York may not be fully cognizant of the type of pre-service training their teachers

TABLE XIII-3

RESPONSES BY STATES OF TEACHERS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHAT IS THE PRIMARY FOCUS OF THE PRE-SERVICE TRAINING?"

Percent YES In Each Cell	CA FL TX CO MI NJ NY NC OH WA										
	45	73	26	100	74	70	100	67	83	83	83
Review of Objectives of Title I PL 80-750	56	90	45	86	70	60	100	67	83	83	83
Orientation and Schedules for Program	56	80	58	71	96	70	100	67	100	83	83
Roles of Teacher and Teacher Aide in the Teacher/Aide Team	39	70	37	57	61	60	67	60	50	33	33
Joint Teacher-Aide Planning for Instructional Activities	39	65	26	57	52	50	33	60	83	67	67
Joint Teacher Aide Approaches to Instruction	33	55	32	29	61	70	100	40	50	67	67
Team Approach to Instruction	33	70	42	57	70	50	67	83	67	67	67
Means of Identifying/Diagnosing Individual Student Learning Needs	42	65	53	43	65	40	0	50	83	33	33
Development of Language and Reading Skills for Pre-School and Early Elementary Children	39	40	50	57	61	40	100	100	83	50	50
Methods of Individualizing Reading Instruction	42	70	61	71	57	70	100	83	83	83	83
Development of Student Self-Concept	25	40	29	57	22	20	67	33	50	50	50
Role of Parents in Reinforcing Instructional Activities	42	95	50	71	91	60	100	67	67	67	83
Construction of Materials and Utilization of Special Instructional Equipment	28	60	29	43	74	30	67	67	50	67	67
Record Keeping Analysis of Test Data	36	20	28	7	23	10	3	6	6	6	6
Approximate Sample Size											

are receiving. This is particularly noteworthy when one considers the importance of support for teachers in carrying out the lessons of their training in the classroom.

On the other hand, there may be a problem in the interpretation of the question by both the director and teachers. The directors may view particular items to be the primary focus and the teachers may not. Again, however, it is worth noting that much of the training is initiated at the LEA level and one would expect closer agreement between teacher and director as to the focus of the training.

It is also of interest to note the contrast of the project directors' and teachers' responses regarding training in the role of parents in reinforcing instructional activities.

The responses received in Florida from both project directors and teachers correlate closely. Overall, however, it appears that the teachers are not in full agreement with the project directors as to what is being provided in the pre-service training.

Figure XIII-2 compares the responses received from teachers in the base and receiving states.

COMPARISON OF RESPONSES OF TEACHERS IN BASE AND RECEIVING STATES BY PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHAT IS THE PRIMARY FOCUS OF THE PRE-SERVICE TRAINING?"





### Persons Conducting Pre-Service Training

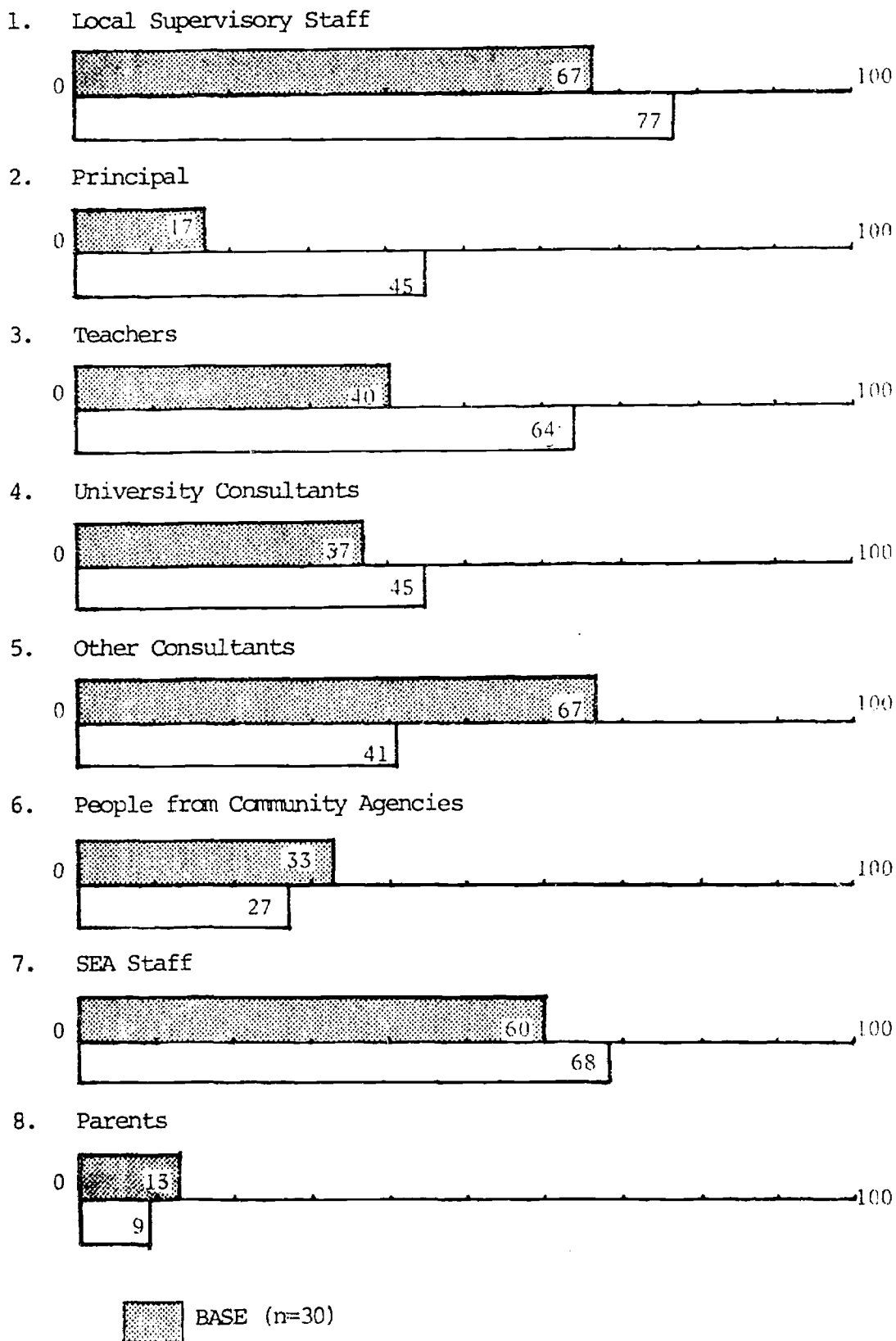
Project directors were asked, "WHO CONDUCTED THE PRE-SERVICE TRAINING?" Figure XIII-3 compares the responses of the base and receiving state project directors.

In viewing Table XIII-4, which breaks down the responses by states, it becomes evident that most states use "in-house" personnel to conduct pre-service sessions. Many of the states draw upon outside resources to enrich the content of the training. Both directors in New York indicated the use of university consultants in addition to local supervisory and SEA personnel.

The directors in New York are drawing from the comprehensive resources provided by the New York Center for Migrant Students for much of their pre-service activity. The center, which is funded by both PL 89-750 and state funds, provides teacher training workshops, demonstration schools, and aide training programs. In addition, through the cooperation of state university colleges at Brockport, Fredonia, Genesco, New Palz and Oswego, residential and off-campus workshops are offered for both teachers and paraprofessionals.

Colorado directors gave a high percentage of responses for the use of both university and other consultants. Colorado also has various agreements with the university and college system for help in training. In addition, exchange teachers from Texas are used in the training sessions. Colorado, however, is only able to allocate 1.5% of its funds for staff development while, according to the state plans, serving twice as many children as New York (Colorado, 8000, New York, 3400).

COMPARISON OF RESPONSES OF PROJECT DIRECTORS IN  
 BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH  
 ITEM, TO THE QUESTION "WHO CONDUCTS PRE-SERVICE TRAINING?"





 BASE (n=30)  
 RECEIVING (n=22)



TABLE XIII-4

RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHO CONDUCTS PRE-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Local Supervisory Staff	75	78	54	75	67	100	100	67	75
Principal	0	33	15	75	50	50	67	33	0
Teachers	50	33	39	75	50	50	100	67	50
University Consultants	25	44	39	50	67	100	33	0	25
Other Consultants	88	67	54	100	50	0	33	33	0
People from Community Agencies	50	44	15	25	33	50	67	0	0
SEA Staff	50	89	46	100	83	100	100	33	0
Parents	25	11	8	25	0	50	0	0	0
Approximate Sample Size	8	9	13	4	6	2	3	3	4

North Carolina appears to rely heavily on the use of "in-house" personnel. It is, however, according to the responses from the directors, one of the few states that appears to be maximizing the experiences of the teachers in its pre-service sessions. North Carolina represents one of the few examples of a state which has developed procedures for the participants to evaluate the content of the training. According to the evaluation report of the 1972 Migrant Education Staff Development Conference, approximately 62% of the total personnel employed by all migrant projects attended the conference.

Evaluation of the conference was conducted through a questionnaire completed by the participants on the final day of the training. Reactions were generally favorable with over 90% of the respondents indicating that they felt that the training session on Criterion Reading, Record Transfer and Kindergarten were beneficial or better. The positive response to the management session equaled about 85%. Fifty-four percent of the total group would have preferred more participant involvement activities and more than 30% thought that too much time was devoted to lectures and general sessions.

In summarizing the conference results the evaluators suggested that with early planning and a small amount of travel allocations, presentations can be designed so that LEA personnel and consultants cooperatively decide on the specific offerings within presentation areas. This technique is also viewed as a means by which the dissemination of ideas between projects can be effectively increased. This should be most effective if separate sessions for new personnel are added to future conferences.

It is worth noting that North Carolina expends the second highest percentage (10.4%) of their allocation in the area of staff development while serving 3500 children.

#### Who Conducts the Training as Viewed by the Teachers

Further information on the personnel used to conduct pre-service training was obtained by asking the teachers the same question asked of the project directors. The responses received (Table XIII-5) provide an interesting contrast to those of the project directors.

In California, 50% of the project directors indicated the use of SEA staff in the training, but only 3% of the teachers indicated the use of SEA personnel. Eighty-eight percent of the directors indicated the use of other consultants compared to 11% of the teachers. The responses of Florida teachers and project directors corresponded closely except for the use of SEA personnel. Eighty-nine percent of project directors indicated the use of SEA staff in conducting the training, contrasted with only 10% of the teachers indicating the involvement of SEA staff.

North Carolina teachers' responses did not compare well with those of the project directors regarding the use of teachers in conducting the training. As mentioned earlier, North Carolina appeared to be maximizing the use of teachers experiences in the pre-service training, with 100% of the directors responding affirmatively. Less than 20% of the teachers, however, indicated the use of teachers.

TABLE XIII-5

RESPONSES BY STATES OF TEACHERS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHO CONDUCTS PRE-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Local supervisory staff	18	60	18	29	50	0	0	33	0	50
Principal	16	5	8	57	17	33	33	0	17	17
Teachers	18	25	20	14	33	11	33	17	33	0
University consultants	21	50	62	43	45	0	100	0	33	50
Other consultants	11	35	33	57	42	11	0	17	33	0
People from community agencies	11	20	13	14	8	0	33	17	0	0
SEA staff	3	10	31	57	54	0	33	83	0	0
Parents	0	10	10	14	0	0	33	0	0	0
Other persons	0	10	36	29	46	11	0	83	33	33
Approximate SAMPLE SIZE	38	20	40	7	24	9	3	6	6	6

In Ohio, 67% of the project directors indicated that the local supervisory staff conducted the training. However, no responses regarding the use of local supervisory staff were provided by the teachers.

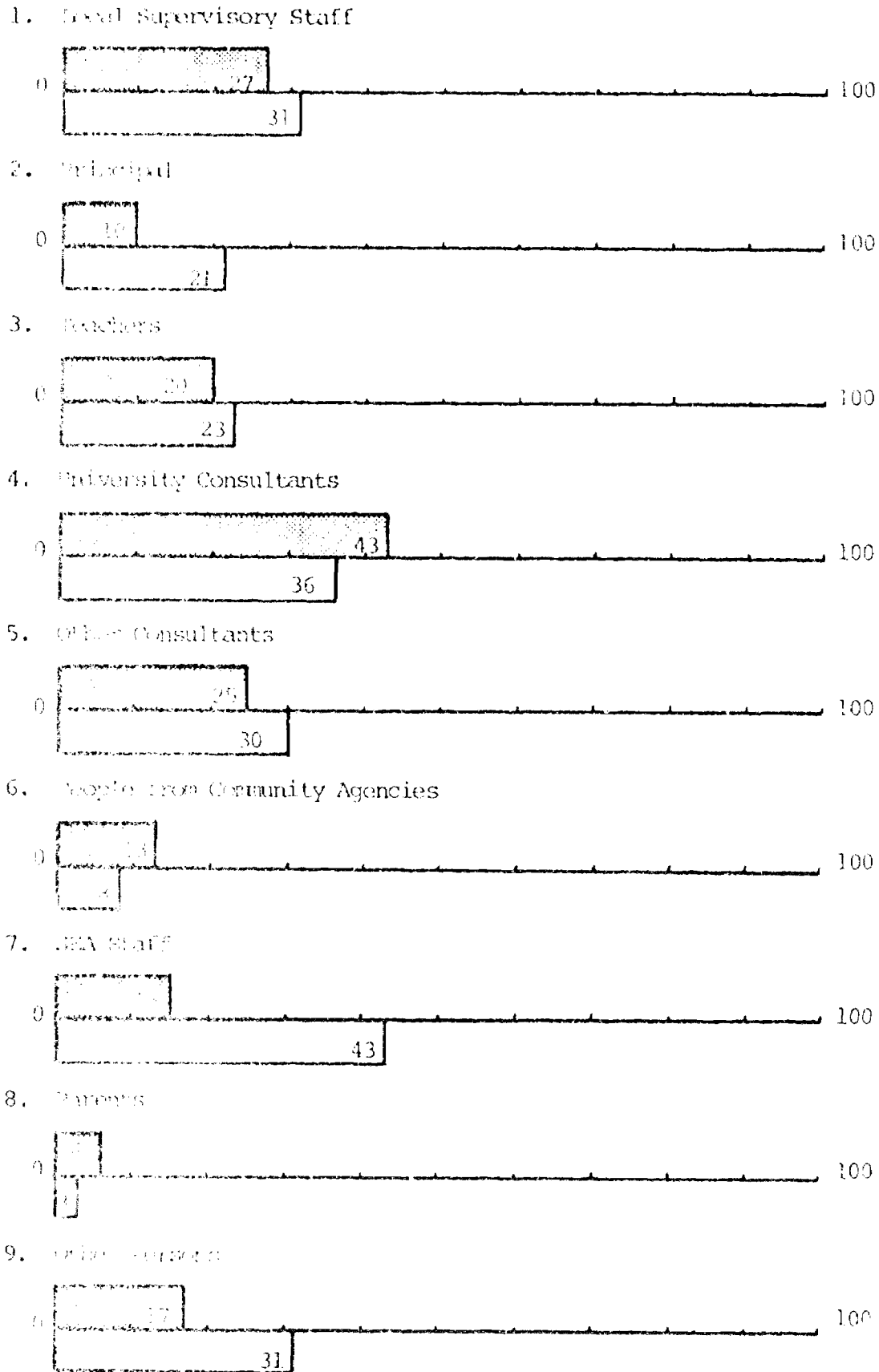
Washington responses were fairly uniform except in the use of teachers for conducting pre-service training. No responses were elicited from the teachers, but 50% of the directors included teachers as persons conducting the training. Further comparisons regarding persons conducting the pre-service training sessions are made between base and receiving state teachers in Figure XIV-4.

Again, there exists a general lack of awareness on the part of the project directors as to who is actually providing the training to the teachers. This observation is particularly important because many of the state directors indicate that much of the staff development activities are LEA initiated. It appears, however, that little communication is taking place between teacher and director in terms of who should be or who is involved in conducting the training.

#### Follow-up Activities

The provision of follow-up activities to the pre-service training is a prerequisite for initiating a process that can be continued throughout the program session. Teachers must have backup support and feedback for the new approaches implemented as a result of the pre-service session.

COMPARISON OF RESPONSES OF TEACHERS IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHO CONDUCTS PRE-SERVICE TRAINING?"



BASE (n=98)

RECEIVING (n=61)

Because of the importance of follow-up activities, the project directors were asked, "WERE FOLLOW-UP ACTIVITIES PROVIDED?" As illustrated in Table XIII-6, the majority of the project directors indicated that follow-up activities were being provided as part of the pre-service training design. Ohio was the only state where follow-up activities were not reported.

TABLE XIII-6

RESPONSES OF PROJECT DIRECTORS BY STATES, AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WERE FOLLOW-UP ACTIVITIES PROVIDED?"

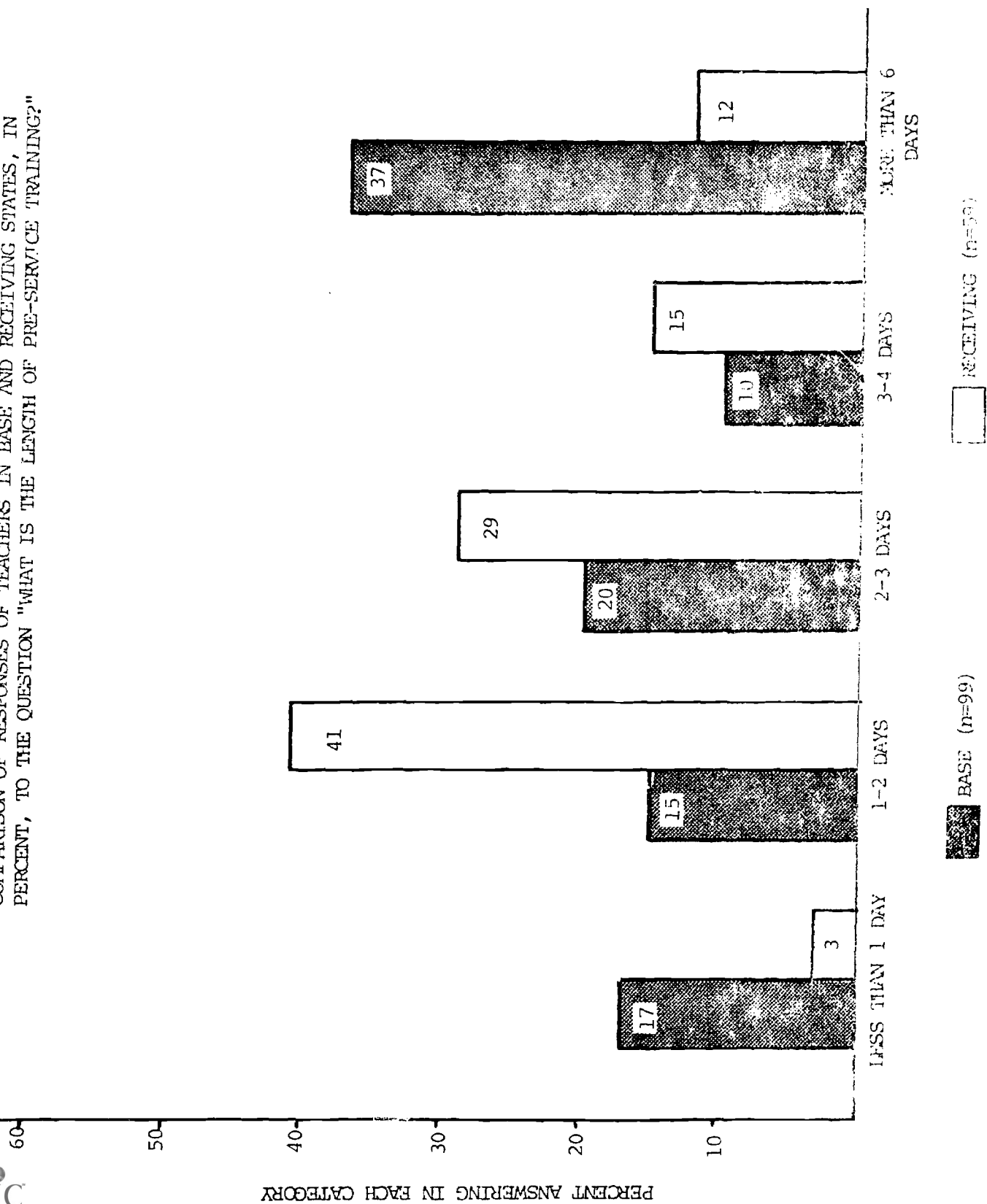
	CA	FL	TX	CO	MI	NY	NC	OH	VA	BASE	RECEIVING
Yes	63	89	69	100	83	50	100	0	100	73	77
Sample Size	8	9	13	4	6	2	3	3	4	30	22

#### Duration of Training

It appears from the project directors' and teachers' responses that there is agreement regarding the duration of the pre-service training. There is a greater frequency of 1-2 days of pre-service training in the receiving states. More than six days of pre-service training sessions are held in many base states. Further examination of the distribution of length of pre-service training for both project directors and teachers, grouped according to base and receiving states, is found in Figures XIII-5 and XIII-6.

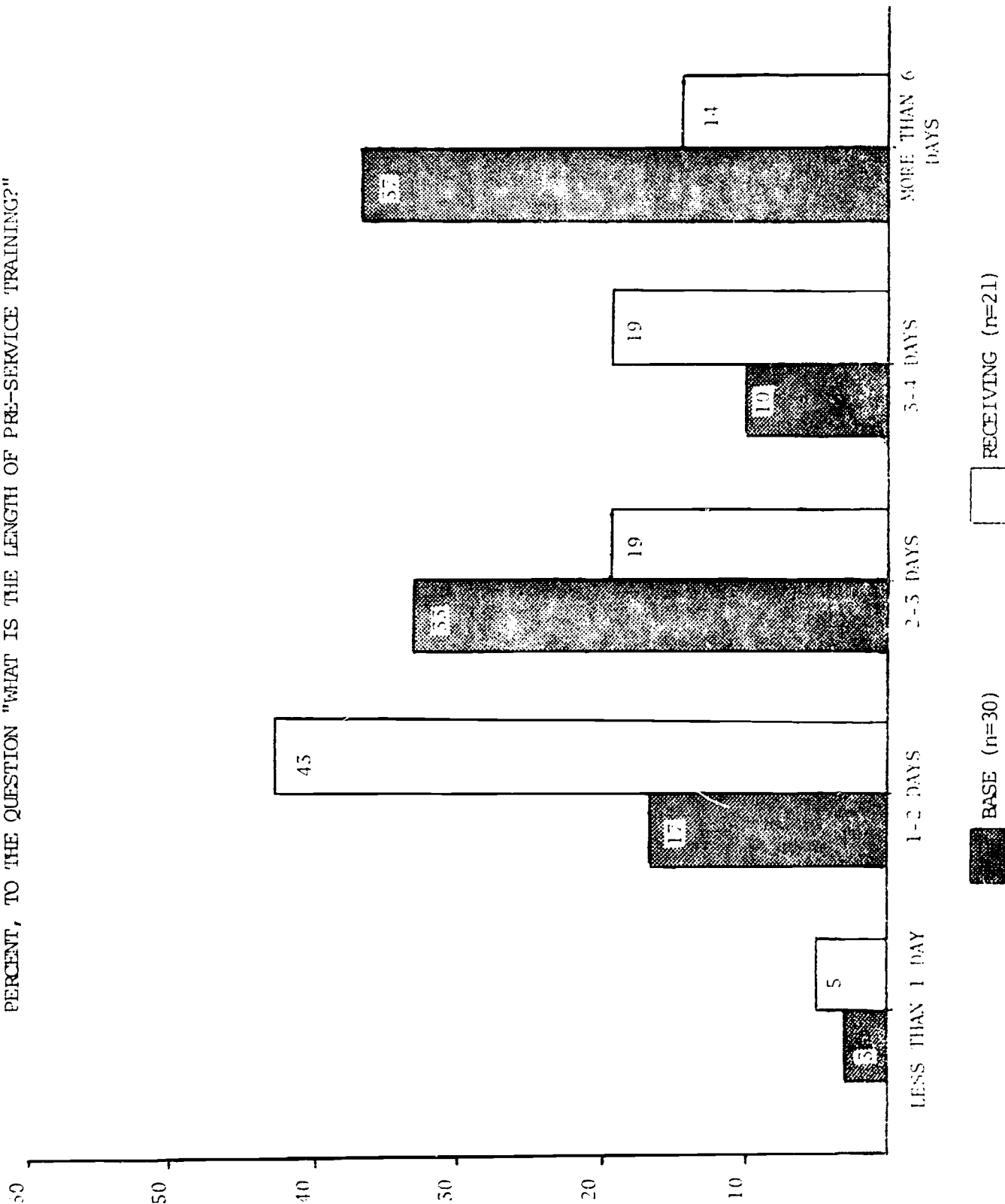
FIGURE XIII-5

COMPARISON OF RESPONSES OF TEACHERS IN BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WHAT IS THE LENGTH OF PRE-SERVICE TRAINING?"





COMPARISON OF RESPONSES OF PROJECT DIRECTORS IN BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WHAT IS THE LENGTH OF PRE-SERVICE TRAINING?"



PERCENT ANSWERING IN EACH CATEGORY

Apparently, the majority of the project directors are satisfied with the pre-service training. As seen in the following table, the majority of the project directors provided positive responses to the question, "WAS THE PRE-SERVICE ADEQUATE?"

TABLE XIII-7

RESPONSES OF PROJECT DIRECTORS BY STATES, AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WAS THE PRE-SERVICE ADEQUATE?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Yes	88	100	77	100	100	100	67	100	50	87	86
Sample Size	8	9	13	4	6	2	3	3	4	30	22

In most cases, the teachers' responses corresponded fairly closely with those of the directors. The only significant difference occurs in California, where 88% of the directors provided positive responses compared to 45% of the teachers. The responses received from the teachers are as follows:

TABLE XIII-8

RESPONSES OF TEACHERS BY STATES, AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WAS THE PRE-SERVICE TRAINING ADEQUATE?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA	BASE	RECEIVING
Yes	45	79	71	86	88	100	100	100	83	33	63	84
Sample Size	33	19	34	7	24	7	3	5	6	6	88	58

### Recommendations for Improvement of the Pre-Service Training

Although the majority of the teachers participating in pre-service training considered the sessions to be adequate, they did not hesitate to point to critical areas in need of improvement (Table XIII-9). Of special significance is the high percentage of base-state teachers recommending greater use of people with practical experience.

Of equal importance is the percentage of teachers recommending that more time be allocated for pre-service training. As previously mentioned, most of the pre-service training in the receiving states is from 1 to 2 days as compared to more than 6 days for the majority of the base state programs. It must be recognized, however, that many of the receiving state projects begin their projects shortly after the close of the regular school year. In many cases, the migrants are already in the area before school closes. This often prevents the projects from hosting pre-service sessions longer than two days, as they must begin operations as quickly as possible.

### IN-SERVICE TRAINING

In-service training is particularly important for maintaining continuity of those teaching methods to which the teachers and administrators were exposed during pre-service training. Furthermore, in-service training is vitally important in providing on-going assistance to the teachers.

TABLE XIII-9

EVALUATIONS OF TEACHERS FOR IMPROVING PRE-SERVICE TRAINING, BY STATES  
AND BY BASE AND RECEIVING STATES, IN PERCENT

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA	EASE	RECEIVING
Coordination between regions	7	0	18	0	3	0	0	0	9	0	9	1
More intensive training	7	23	12	20	10	25	25	0	29	17	12	15
More time allocated	5	18	3	30	10	0	25	14	14	22	7	16
Outside consultants	1	3	0	0	3	0	0	0	0	11	1	4
Instruction by people with practical experience	59	21	35	10	7	0	0	14	14	11	43	9
Instruction by people more familiar with cultural and linguistic background of migrant children	7	8	9	10	3	0	0	14	14	22	8	10
None	7	0	12	0	30	50	25	0	14	0	7	16
Other	8	26	11	30	33	25	25	57	14	17	12	29
Sample Size	91	39	74	10	30	4	4	7	7	18	204	70

The teachers require additional feedback and support in the use of their skills newly acquired from pre-service training. Those teachers who did not participate in the pre-service training require opportunities to upgrade their skills, acquaint themselves with new teaching approaches, and gain additional understanding of the migrant children.

This section assesses the in-service training being offered by the PL 89-750 projects.

The first step in assessing in-service training was to determine the extent to which in-service training was being offered by the projects. The project directors in all the sampled states were asked, "IS THERE ANY IN-SERVICE TRAINING FOR THE PROJECT STAFF DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?" The responses are shown in Table XIII-10.

TABLE XIII-10

RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT,  
TO THE QUESTION "IS THERE ANY IN-SERVICE TRAINING FOR THE PROJECT STAFF  
DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Yes	88	90	92	100	83	100	100	20	60
Sample Size	8	10	13	4	6	2	3	5	5

For comparison, the responses elicited from the project directors regarding the pre-service training activities are repeated below (Table XIII-1):

RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT, TO THE QUESTION "WAS THERE ANY PRE-SERVICE TRAINING DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Yes	100	90	100	80	100	100	100	50	80
Sample Size	7	10	13	5	6	2	3	6	5

It is worth calling attention again to the low percentage of responses from the Ohio directors regarding both in-service and pre-service training sessions. Half of the directors indicated that pre-service training was being offered, but only 20 percent indicated that there were in-service training sessions. Based on the data collected, there appears to be less staff development in Ohio than in the other states, either in the area of pre-service training or in-service training.

The other states maintain a general pattern of offering their project staff both in-service and pre-service training for teaching migrant children.

Further information on the degree to which in-service training was being offered to the project teachers was gained by asking the teachers, "WAS IN-SERVICE TRAINING PROVIDED DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?" Table XIII-11 gives their responses.

TABLE XIII-11

RESPONSES OF TEACHERS BY STATES, AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION "WAS IN-SERVICE TRAINING PROVIDED DESIGNED SPECIFICALLY FOR THE TEACHING OF MIGRANT CHILDREN?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Yes	29	29	77	38	73	50	40	27	58	55	53
Sample Size	76	34	56	16	26	2	5	11	12	166	85

It can be readily seen that many of the teachers are not being exposed to the in-service training activities being offered by the project. This is especially evident in the states of California and Colorado, where the majority of the project directors indicated that in-service training was being provided.

#### Primary Emphasis of the In-Service Training

Additional information was recorded during the interviews regarding the major emphasis of the in-service training. The directors were asked, "WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?" Their detailed responses are given in Table XIII-12.

Caution, however, must be exercised in reviewing the responses as there may have been some degree of misinterpretation on the part of either the interviewee or the interviewer. The question asked was

TABLE XIII-12  
 RESPONSES BY STATES OF PROJECT DIRECTORS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
 "WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Review of the Objectives of the Title I Program	100	56	46	100	67	50	100	100	67
Orientation and Schedules for the Program	100	56	46	100	33	50	100	100	100
Roles of Teacher Aide in the Teacher/Aide Team	100	56	62	100	33	50	67	100	67
Joint Teacher/Aide Planning for Instructional Activities	100	33	62	100	33	100	67	100	100
Team (Teacher/Aide/Resource or Helping Teacher) Approach to Instruction	100	56	39	100	67	0	33	100	67
Means of Identifying and Diagnosing Individual Student Learning Needs	100	89	62	100	67	33	100	100	33
Methods of Individualizing Reading Instruction	100	67	62	100	67	100	100	100	100
Development of Language and Reading Readiness Skills for Pre-School and Early Elementary Children	100	89	69	100	100	100	67	100	67
Development of Student Self-Concept	100	89	69	100	67	100	100	100	33
Role of Parents in Reinforcing Instructional Activities	100	67	31	100	33	100	67	100	67
Construction of Materials and Utilization of Special Instructional Equipment	100	78	39	100	100	50	100	100	100
Record Keeping and Analysis of Tests	100	67	44	100	67	0	100	100	100
Approximate Sample Size	7	9	13	2	3	2	3	1	3



"WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?" In California, all the directors responded to all the items. This can be interpreted at least three ways: (1) because of the regional nature of the director's responsibility, each of the items listed was indeed the major emphasis of a particular LEA; (2) the interviewees and interviewers interpreted the question to be a check list; and (3) the directors were emphasizing all the areas listed.

Regardless of the method used to interpret the results, it is evident that the Texas project directors tend to give low priority to record keeping and the analysis of test data in both pre-service and in-service training sessions. Half of all directors questioned included record keeping and analysis of test data as the major emphasis of pre-service training. Only 44 percent of the Texas directors indicated emphasis being placed on this training need during the in-service training sessions. One would expect that with the increasing utilization of the MSRTS and the test data which it often includes, more attention, especially in the base states, would be given to assisting the teacher in the use of such data.

None of the New York directors indicated major emphasis on record keeping and analysis of test data in their in-service training. It is possible that all the project directors believed the teachers were proficient in those areas and required no further training, since 67 percent indicated major emphasis was placed on those areas during pre-service training. A comparison of all the indicated areas of emphasis in both pre-service and in-service training suggests that the directors emphasized areas of in-service training that were not covered during pre-service training.

Figure XIII-7 compares the responses of project directors in base states with the responses of directors in receiving states to the same question.

Primary Emphasis of the In-Service Training as Viewed by Teachers

It is again of interest to compare the information received from the teachers regarding the emphasis of the training with those responses provided by the directors. Table XIII-13 gives the responses of the teachers.

Despite some disparity between the responses of directors and teachers, there does tend to be an improvement in emphasis on areas of in-service training that were not considered to be the primary focus of the pre-service sessions.

Again, the responses of the California teachers present a sharp contrast to the responses provided by the directors. Even considering the regional management characteristics of California, there tends to be disparity in the description of the training being received by the teachers.

Florida project directors and teachers are fairly consistent in indicating the emphasis of the training.

COMPARISON OF RESPONSES OF PROJECT DIRECTORS  
IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION  
"WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?"

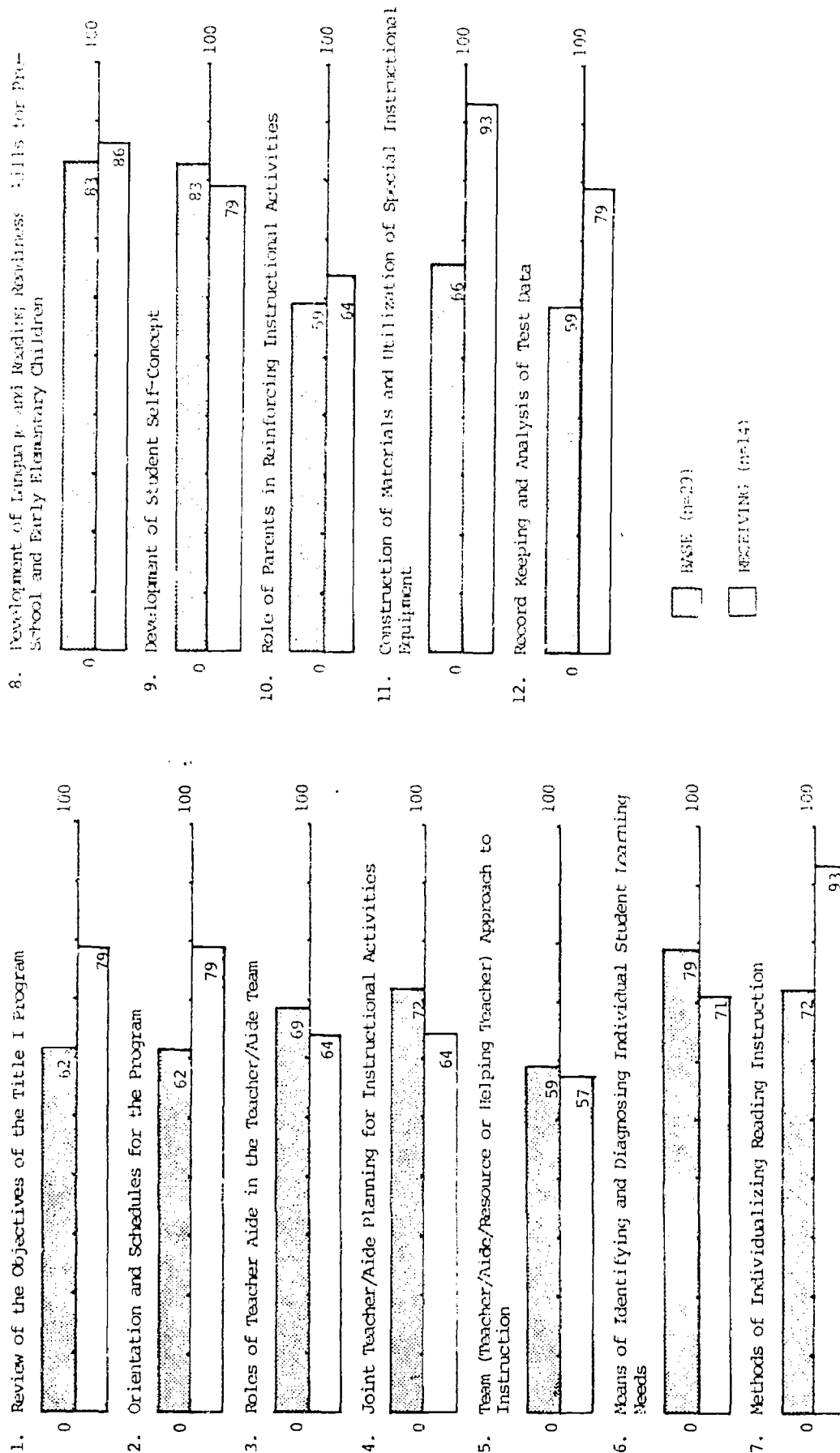


TABLE XIII-13

RESPONSES BY STATES OF TEACHERS, IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
 "WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
1 Review of the Objectives of the Title I Program	52	67	20	29	47	67	67	83	32	0
2 Orientation and Schedules for the Program	48	78	26	43	33	33	86	83	33	50
3 Roles of Teacher Aide in the Teacher/Aide Team	50	71	33	50	46	44	50	100	33	43
4 Joint Teacher/Aide Planning for Instructional Activities	38	65	38	83	23	44	50	50	33	43
5 Joint Teacher/Aide Approach to Instruction	45	58	28	67	23	33	50	50	33	14
6 Team (Teacher/Aide/Resource or Helping Teacher) Approach to Instruction	28	55	25	0	38	44	50	50	0	14
7 Means of Identifying and Diagnosing Individual Student Learning Needs	38	68	43	17	62	44	0	100	33	43
8 Methods of Individualizing Reading Instruction	48	29	55	67	38	44	0	50	33	43
9 Development of Language and Reading Readiness Skills for Pre-School and Early Elementary Children	31	71	48	17	62	44	50	0	67	14
10 Development of Student Self-Concept	52	77	58	67	46	67	50	100	33	71
11 Role of Parents in Reinforcing Instructional Activities	31	45	30	33	8	22	0	0	0	29
12 Construction of Materials and Utilization of Special Instructional Equipment	48	71	50	83	54	44	50	100	33	29
13 Record Keeping and Analysis of Test Data	30	68	20	50	62	33	50	100	33	0
Approximate Sample Size	29	31	40	6	13	9	2	2	3	7

Colorado presents a considerable difference between what directors say is being offered and what teachers say they are receiving. All the training categories were selected by the majority of directors. The teachers' responses, however, ranged from zero for "team (teacher/aide/resource) teacher) approach" to a high of 83 percent for "joint teacher/aide approach to instruction" and "construction of materials and utilization of special instructional equipment."

When the teachers' responses are compared by base and receiving states, as shown in Figure XIII-8, there is fairly good agreement as to which areas were emphasized in in-service training.

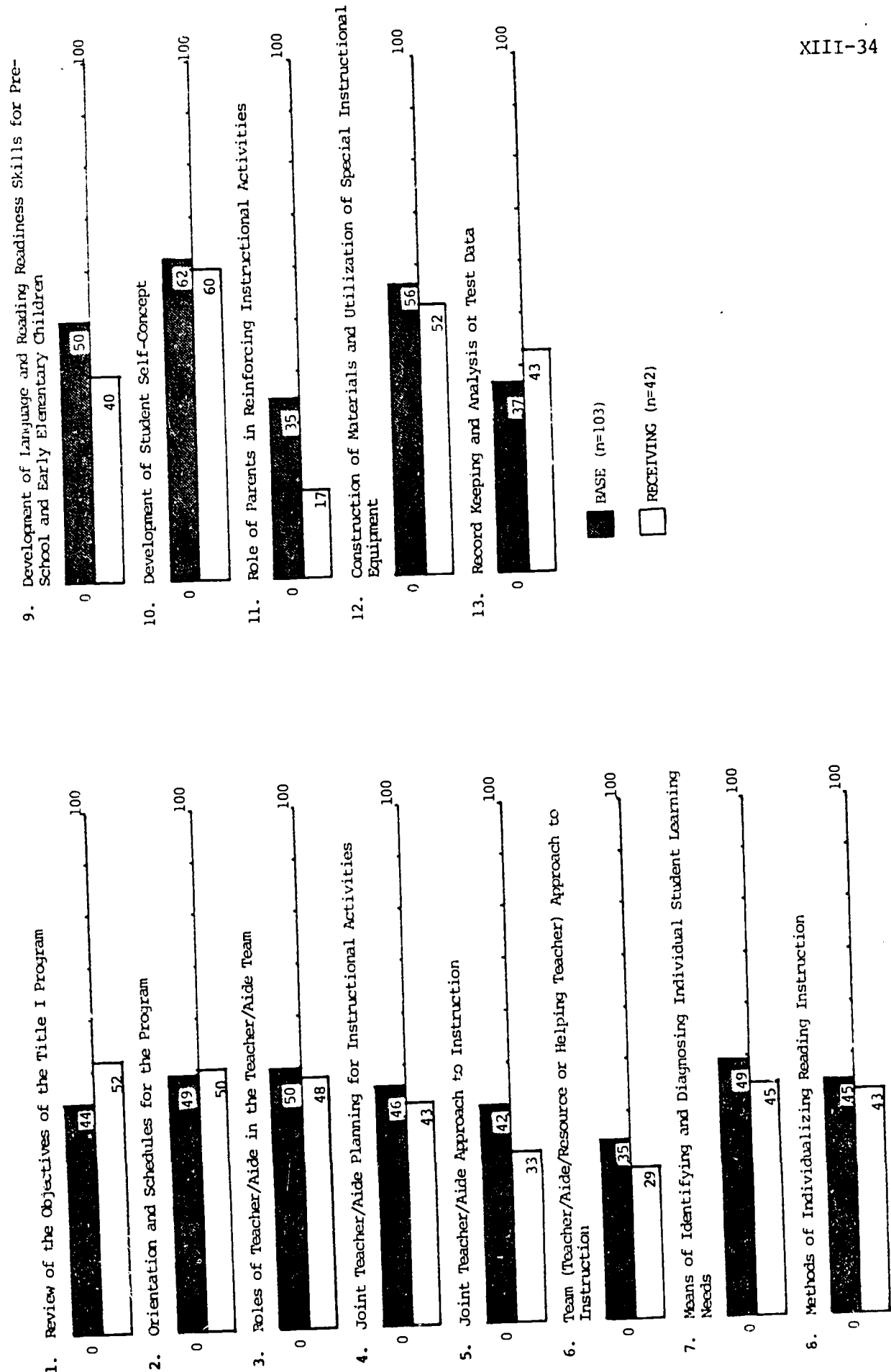
In summary, it appears that the states focus on all the listed areas in either the pre-service or in-service training session. The findings suggest, however, that what is being presently offered is often not being received by the teachers working with the children.

#### Who Conducts the In-Service Training

An assessment of the personnel who conduct in-service training was undertaken by asking both the project directors and the teachers, "WHO CONDUCTS IN-SERVICE TRAINING?"

FIGURE XIII-8

COMPARISON OF RESPONSES OF TEACHERS IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION "WHAT WAS THE MAJOR EMPHASIS OF THE IN-SERVICE TRAINING?"



The responses of the project directors are given in Table XIII-14. It is evident that the majority of the states are taking full advantage of "in-house" personnel such as teachers, local supervisors, and SEA staff to conduct the training.

Overall, there is a uniform pattern in the use of SEA staff for the majority of the states. The only noticeable difference is in the use of personnel from community agencies. Project directors indicated more use of community agency personnel in pre-service training than in in-service training.

Other consultants are used more for in-service training than pre-service training in most states, Ohio and Washington being exceptions.

Figure XIII-9 compares the responses of the project directors by base and receiving states.

#### Who Conducts the In-Service Training According to the Teachers

The responses received from the project directors were compared with the views of the teachers by asking the teachers, "WHO CONDUCTS THE IN-SERVICE TRAINING?" Table XIII-15 gives the teachers' answers. The responses provided a vast array of contrasting information. The most noticeable difference is in the use of parents in conducting in-service training.

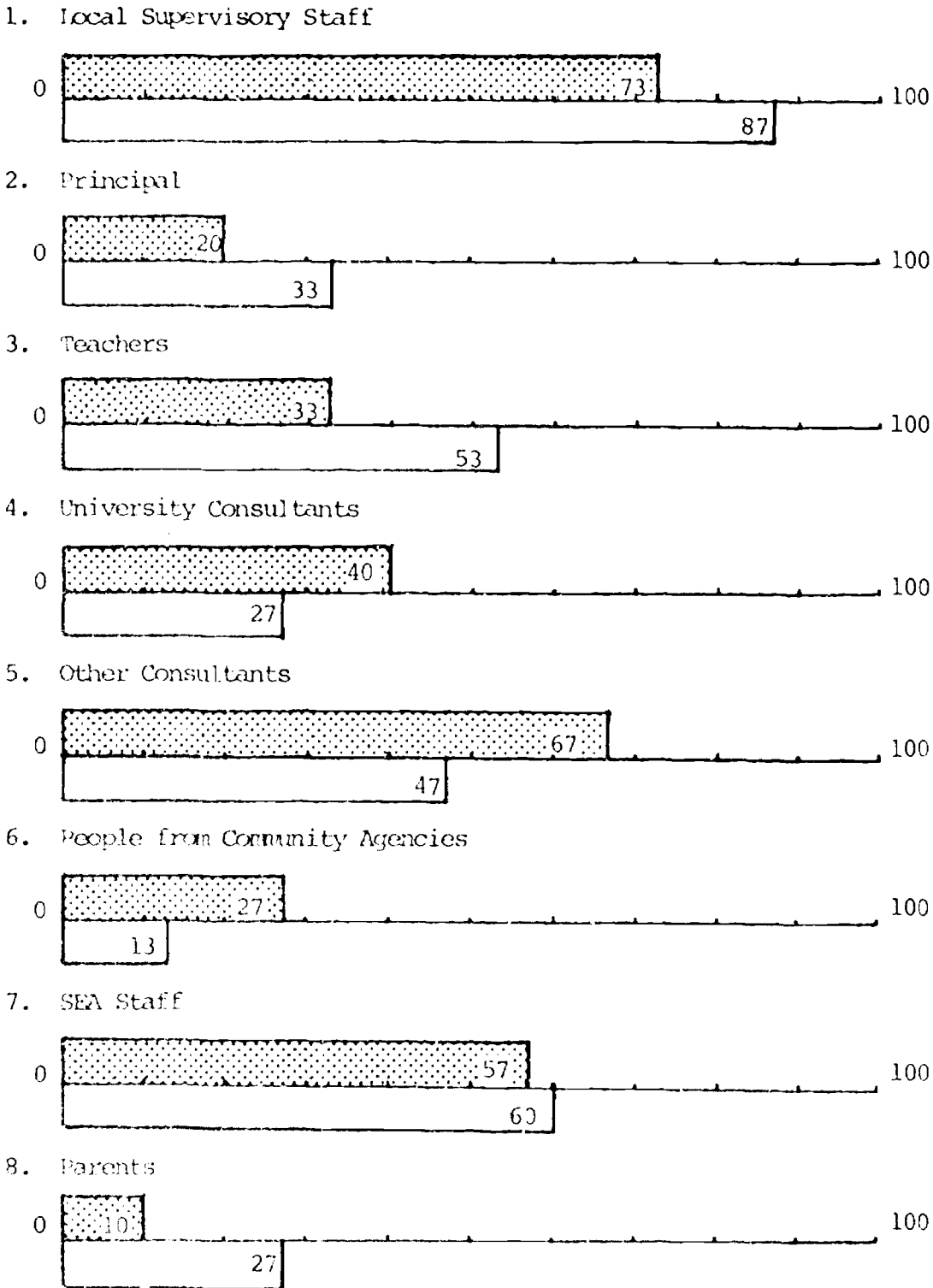
TABLE XIII-14


RESPONSES BY STATES OF PROJECT DIRECTORS,  
IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
"WHO CONDUCTS IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Local Supervisory Staff	88	78	62	67	100	100	67	100	100
Principal	0	53	23	67	0	50	33	0	50
Teachers	50	33	23	67	25	50	100	100	0
University Consultants	13	44	54	67	0	50	0	100	0
Other Consultants	75	44	77	100	50	50	33	0	0
People from Community Agencies	25	56	8	0	0	50	33	0	0
SFA Staff	50	78	46	100	50	50	67	100	0
Parents	25	11	0	67	0	50	33	0	0
Approximate Sample Size	8	9	13	3	4	2	3	1	2



COMPARISON OF RESPONSES OF PROJECT DIRECTORS  
 IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION  
 "WHO CONDUCTS IN-SERVICE TRAINING?"



 BASE (n=15)


 RECEIVING (n=30)

TABLE XIII-15

RESPONSES BY STATES OF TEACHERS,  
IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
"WHO CONDUCTS IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Local Supervisory Staff	16	58	55	0	35	38	0	50	0	29
Principal	16	16	17	38	6	38	33	0	0	29
Teachers	31	23	26	25	12	0	33	0	0	29
University Consultants	19	47	42	50	12	13	0	0	33	14
Other Consultants	16	23	33	75	12	13	0	0	57	0
People From Community	16	30	7	0	0	0	0	0	0	0
SEA Staff	13	23	27	50	24	0	33	50	33	0
Parents	0	7	7	0	0	0	0	0	0	0
Approximate Sample Size	31	30	45	8	17	8	3	2	3	7

The New York teachers' responses bear little resemblance to those received from the project directors. The results are not particularly alarming, as the sample size is small. A similar situation exists with the states of North Carolina, Ohio and Washington.

Further comparisons regarding persons conducting the in-service training sessions were made between base and receiving states teachers in Figure XIII-10.

The findings pertaining to the question, "WHO IS CONDUCTING THE TRAINING?" suggest that the teachers are not aware of who is actually conducting the training or of what credentials they hold.

#### Frequency of In-Service Training

Some degree of emphasis must be placed on the frequency of in-service training sessions, as the needs of teachers vary and additional support is often required to reinforce the new approaches that the teachers were exposed to during the pre-service session.

The teachers were asked, "WHAT IS THE FREQUENCY OF THE IN-SERVICE TRAINING?" Table XIII-16 provides an array of responses from the teachers.

The majority of teachers said in-service training was held once a year. The base states tend to give a greater variety of responses, which

FIGURE XIII-10

COMPARISON OF RESPONSES OF TEACHERS  
 IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH ITEM, TO THE QUESTION  
 "WHO CONDUCTS IN-SERVICE TRAINING?"

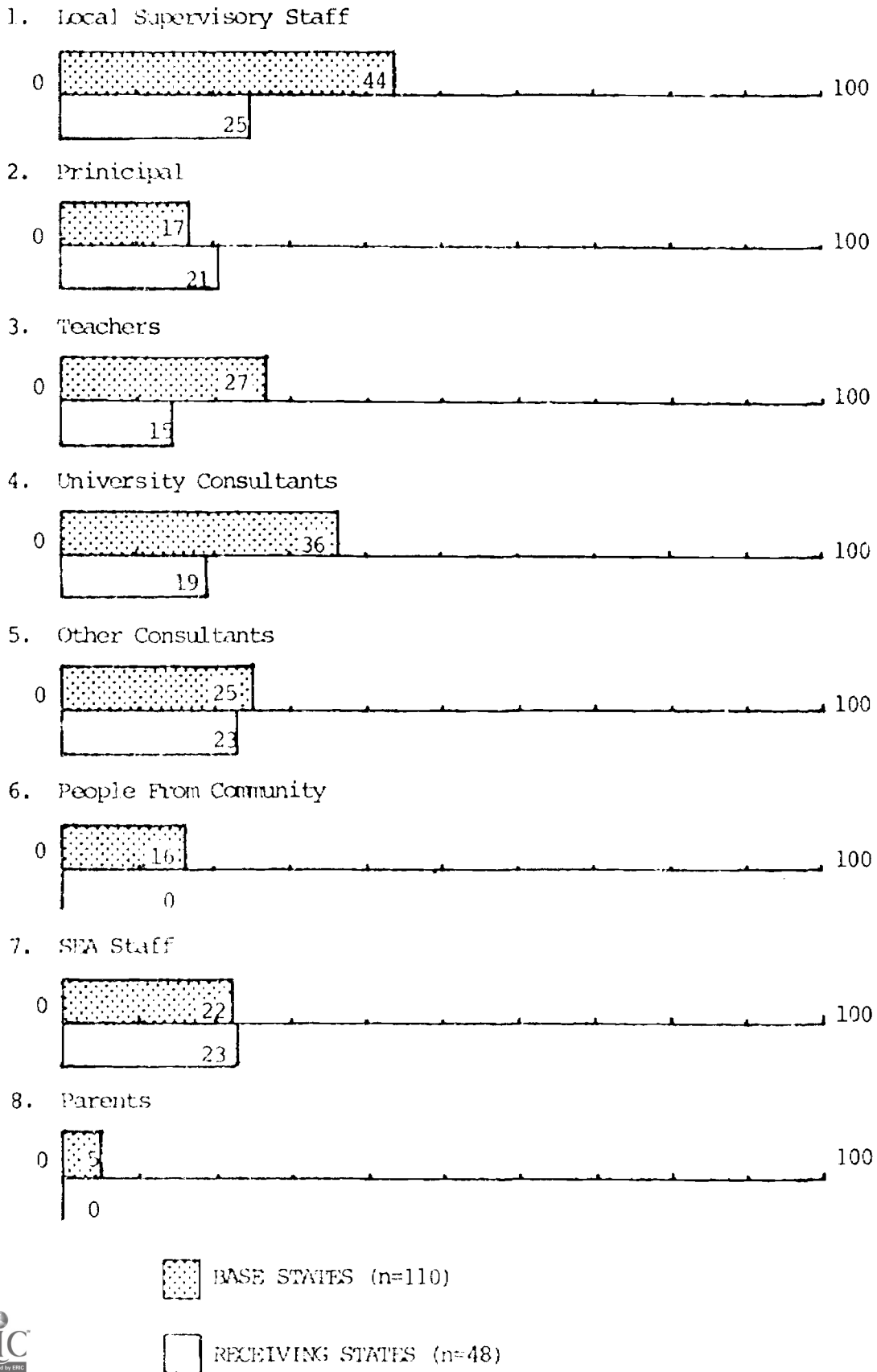


TABLE XIII-16

RESPONSES BY STATES OF TEACHERS,  
 IN PERCENT, TO THE QUESTION  
 "WHAT IS THE FREQUENCY OF IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Once a year	21	20	32	25	41	43	50	50	67	14
Twice a year	18	10	32	13	6	0	0	0	0	0
Quarterly	0	10	0	0	0	0	0	0	0	0
Monthly	3	23	9	13	0	14	0	0	0	0
Bi-Weekly	12	3	2	13	0	0	0	0	0	29
Weekly	6	13	2	0	24	29	0	0	0	0
Irregularly	33	3	16	13	0	0	50	0	33	57
Other	6	17	7	25	29	14	0	50	0	0
SAMPLE SIZE	33	30	44	8	17	7	2	2	3	7

may be because their programs last longer. On the other hand, it may be because the base states provide in-service training when the need arises.

The Washington state teachers provided the highest percentage of responses for in-service training being offered bi-weekly (29 percent) and irregularly (57 percent). One would suspect that much of the in-service training takes the form of staff meetings. This gives the project a greater opportunity to meet the immediate needs of the teachers.

#### When the Training is Conducted

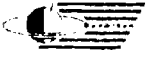
Table XIII-17 records the variety of responses received from the teachers when they were asked "WHEN IS THE TRAINING CONDUCTED?" Careful examination of the responses reveals that the majority of projects are offering in-service training during school hours. Almost half (45 percent) of base-state teachers indicated the training sessions were held during school hours. In the receiving states 51 percent of the teachers indicated school-hour training sessions.

Texas teachers provided the highest percentage of responses indicating professional release time for in-service training. Weekend in-service training sessions are provided to 40 percent of the California teachers.

TABLE XIII-17

RESPONSES BY STATES OF TEACHERS,  
IN PERCENT SELECTING EACH ITEM, TO THE QUESTION  
"WHEN IS THE TRAINING CONDUCTED?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA	BASE	RECEIVING
During school hours a.m.	19	16	22	38	6	11	0	50	29	29	19	21
During school hours p.m.	13	55	15	31	33	33	50	0	14	29	26	30
Professional release time	4	11	30	0	0	11	0	0	0	29	16	5
After school hours	19	9	17	15	28	33	0	0	0	14	15	20
Weekends	40	2	12	15	0	11	0	0	14	0	18	7
Other	6	7	5	0	33	0	50	50	14	0	6	16
SAMPLE SIZE	48	44	60	13	18	9	2	2	7	7	152	56



### Actual Length of Training

Figure XIII-11 compares the responses of project directors in base and receiving states to the question "WHAT IS THE LENGTH OF IN-SERVICE TRAINING SESSIONS?" It appears that the majority of in-service training sessions are from one to two days in length for both the base and receiving states. There also appear to be numerous projects in both the base and receiving states that offer in-service sessions lasting more than six days.

### Adequacy of In-Service Training

Both the project directors and teachers were asked, "IS THE IN-SERVICE TRAINING ADEQUATE?" The following tables provide the responses received.

TABLE XIII-18

RESPONSES OF PROJECT DIRECTORS BY STATES,  
AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION  
"IS IN-SERVICE TRAINING ADEQUATE?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA	BASE	RECEIVING
Yes	88	89	69	67	100	100	100	0	100	80	88
Sample Size	8	9	13	3	5	2	3	1	2	30	16



FIGURE XIII-11

COMPARISON OF RESPONSES OF PROJECT DIRECTORS IN BASE AND RECEIVING STATES, BY PERCENT SELECTING EACH CATEGORY, TO THE QUESTION "WHAT IS THE LENGTH OF IN-SERVICE TRAINING SESSIONS?"

SEL.

60

50

40

30

20

10

PERCENT ANSWERING IN EACH CATEGORY

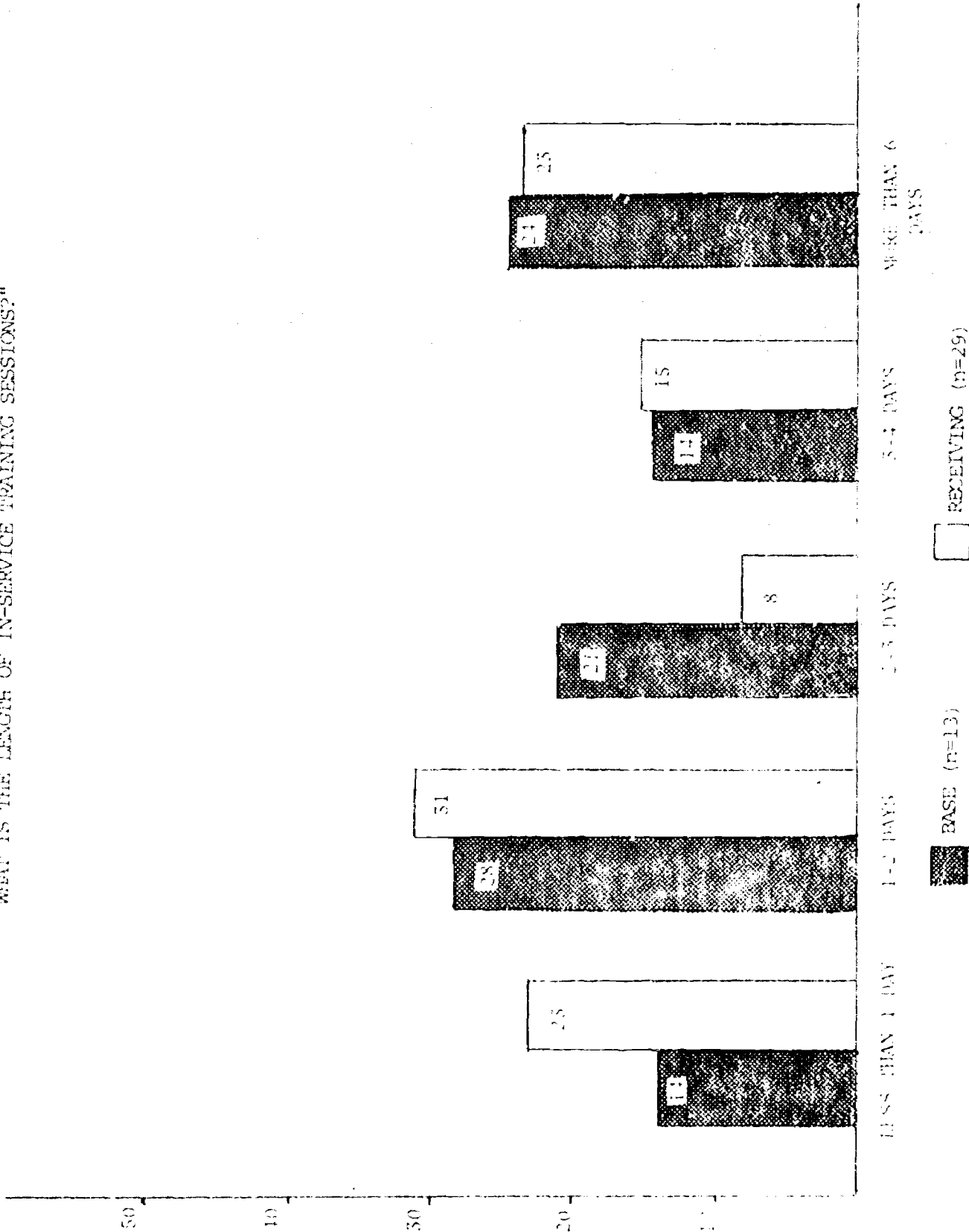


TABLE XIII-19

RESPONSES OF TEACHERS BY STATES,  
AND BY BASE AND RECEIVING STATES, IN PERCENT, TO THE QUESTION  
"IS IN-SERVICE TRAINING ADEQUATE?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA	BASE	RECEIVING
Yes	59	70	81	63	50	86	100	100	100	43	72	64
Sample Size	22	30	36	8	16	7	2	2	3	7	88	45

The responses provided by the California project directors contrast strongly with those provided by the teachers. Slightly over half of the California teachers indicated that the training was adequate, as compared with 88 percent of the project directors. Responses of Florida project directors and teachers correspond closely. Texas teachers appear to view the in-service training more positively than the project directors.

Colorado project directors and teachers provide corresponding responses on the adequacy of the training. It appears that in Michigan only half of the teachers agree with the project directors.

New York and North Carolina project directors and teachers agree with one another in terms of the adequacy of the in-service training. Ohio's sample is too small to draw any comparisons.

In Washington, less than half of the teachers agree with the project directors regarding the in-service training.

### Teachers' Recommendations for Improving In-Service Training

Recommendations were solicited from the teachers for improving in-service training by asking the question, "WHAT RECOMMENDATIONS DO YOU HAVE FOR IMPROVING IN-SERVICE TRAINING?" The responses received are categorized in Table XIII-20.

The majority of teachers indicated that in-service training could be improved by utilizing people with practical experience, as was also true for pre-service training. California teachers provided the greatest percentage of responses in this category. Both project directors and teachers in New York felt that the training was adequate and offered no suggestion for improvement.

TABLE XIII-20

RECOMMENDATIONS OF TEACHERS BY STATES, AND BY BASE AND RECEIVING STATES, IN PERCENT OF RESPONSES IN EACH CATEGORY, WHEN ASKED "WHAT RECOMMENDATIONS DO YOU HAVE FOR IMPROVING IN-SERVICE TRAINING?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA	BASE	RECEIVING
More coordination	20	2	17	10	0	0	0	0	0	0	15	2
More extensive training	14	30	21	25	18	0	0	0	0	25	21	18
More frequent training	8	19	16	9	9	33	0	50	0	0	13	7
Outside consultants	0	2	2	5	5	0	0	0	0	17	1	6
Instruction by people with practical experience	43	21	17	30	23	17	0	0	0	33	29	24
More parental involvement	2	0	10	0	0	0	0	0	0	0	4	0
More classroom area-better facilities	3	2	0	5	0	0	0	0	0	0	2	1
Other	0	14	0	20	14	17	0	50	33	25	4	19
None	8	9	17	5	32	33	100	0	67	0	12	21
SAMPLE SIZE	64	43	58	20	22	6	2	2	3	12	165	67

## CHAPTER XIV

### ASSESSMENT OF THE MIGRANT STUDENT RECORD TRANSFER SYSTEM

#### INTRODUCTION

The Migrant Student Record Transfer System (MSRTS) is the information retrieval system of the Migrant Education Program. Its function is to retrieve and distribute stored information about individual migrant students as rapidly as possible to the many schools and projects that are part of the program. This enables a student's health and academic record to follow him in standardized format and without danger or loss as he travels in the migrant stream.

As long as a student qualifies as a migrant, his record can be put on the system by any project or school. Once the student's record has been established on the system at Little Rock, Arkansas, the record can be requested by any migrant education project or school that the student enrolls in.

Each state which sponsors a migrant education program under PL 89-750 has at least one MSRTS information terminal by which information about each migrant student is requested from, or transferred to, the computer center in Arkansas.

When each migrant student arrives at a project or school, his name, birthdate, and student number (if it is known) are telephoned, mailed, or

delivered to the nearest terminal. At the terminal, the name and number are key-taped and transmitted to Arkansas with a request for further information. If the name, birthdate, and number can be matched with an existing record, the computer prints the contents of the record onto a Uniform Migrant Student Transfer Form which is then mailed to the project or school which requested it. If there is no record on the system for a student, the computer enters his name and birthdate into the system, establishes a record file for him, and prints his name, birthdate, and a new student number onto a Uniform Migrant Student Transfer sheet. The data sheets are then mailed to the project or school which requested the information. The entire process is supposed to take less than seven days.

When the student withdraws from the project or school, the Uniform Migrant Student Transfer Form is updated by the appropriate personnel with current information about the student's health, test scores, and academic progress. A copy of the form is given to the student to be presented at the next school that he enrolls in. Another copy is forwarded to the nearest terminal, where the new information is key-taped and transmitted to the computer at Arkansas which updates the stored record with the new information.

#### INFORMATION CURRENTLY AVAILABLE FROM THE MSRTS

The information that is currently available for retrieval from the MSRTS can be divided into two parts:

1. Individual student information.
2. Aggregate student and program information.

### Individual Student Information

The record of each student is printed by the computer on the Uniform Migrant Student Transfer Form. Information on the form is cumulative and covers the last four schools that the student attended. If the record is filled, the earliest information is purged when current information needs to be added.

The MSKRS data forms are divided into three sections by the type of data that each contains:

1. Personal data - Name, sex, birthdate, birthplace, student number, parents' or guardians' names and addresses, and the last four schools attended with dates of attendance.
2. Health data - Examination record (type and result), treatment record (type and dates), immunization record, and a record of chronic or urgent health conditions.
3. Academic data - Results of tests (type, location and date given, score); type of school program; and teacher evaluation of academic characteristics (reading and oral) and achievement, and of special interests and abilities.

Figure XIV-1 is an example of the format of the data forms. The actual forms are printed on three-part computer paper in green and white and are twice the size of the example.

FIGURE XIV-1

UNIFORM MIGRANT STUDENT TRANSFER FORM

PREPARATION CODE		SCHOOL NO. 1		SCHOOL NO. 2		SCHOOL NO. 3		SCHOOL NO. 4	
K1	SCHOOL IDENTIFICATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
S1	PARENT	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P1	CHILD	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P2	ADDRESS	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P3	PHONE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P4	TELETYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P5	TELEFAX	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P6	TELEVISION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P7	INTERNET	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
P8	OTHER	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H1	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H2	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H3	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H4	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H5	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
H6	ACCOMMODATION	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T1	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T2	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T3	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T4	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T5	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
T6	TYPE	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
R1	REASON	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
R2	REASON	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
R3	REASON	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
R4	REASON	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
W1	WARRANT	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
W2	WARRANT	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
W3	WARRANT	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE
W4	WARRANT	DATE	DATE	DATE	DATE	DATE	DATE	DATE	DATE



The migrant education program has developed a new form which will contain more information and be easier to read. There is a separate medical form as well which provides detailed information on each child's health. Program administrators hope that the new form will solve many of the current problems with the system since it will be easier to use and will provide all of the information available on the current form, a cumulative record of time spent and courses taken toward graduation, criterion referenced skill lists in reading and mathematics, as well as the additional health data.

#### Aggregate Student and Program Information

In addition to the information that is available on individual students, the system provides a monthly activity summary of the program, aggregated as follows:

National  
 State  
 County  
 Congressional District  
 School District  
 Local Schools (by request only)

This report consists of cumulative monthly totals for the following:

Cumulative enrollments to date  
 Number of enrollments this month  
 Number of withdrawals this month  
 Number of students end of period  
 Unique enrollment this month





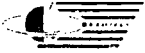
Unique withdrawals this month  
Number of terminations  
Number of days enrolled  
Number of days present  
Number of days absent  
Number of interstate moves  
Number of intrastate moves

It also provides the totals for the numbers of health examinations, immunizations, and academic tests that were given as well as the totals of the number of student days enrolled and the number of student days actually present.

The Chief of the Migrant Program Branch of USOE receives the national report only. Each state director receives the reports for his state. Distribution of the reports within each state is at the discretion of each state director.

#### CURRENT USE OF MSRTS BY PROJECTS AND SCHOOLS

A great deal of confusion exists about the MSRTS. The quality of usage of the system by local schools and projects affects the accuracy of information and of student counts. There seemed to be a tendency on the part of those interviewed to be guarded and not to respond negatively. However, a definite lack of faith in and knowledge about the system, which is not indicated directly by the interview responses to specific questions, evidenced itself to the contractor's interviewers during discussions with the teachers.




### Interviewer Impressions

Many teachers revealed that they knew very little about the system, felt that the test and academic data were not accurate or adequate, and felt that the data arrived much too late to be used in diagnosis and placement of a child. Many teachers also preferred to give their own tests for placement purposes and to make their own observations about a child's ability, and indicated that they would continue to do so even if they felt that the information on the MSRTS was accurate and adequate.

Information presented in Chapter III shows that only about one-third of the teachers who were interviewed used the MSRTS for grouping or placement purposes.

The MSRTS data sheets are often not filled out in the receiving states until the end of the project. If a child moves in the middle of a project, he may still be carried at the same school until the project is over. Many teachers in the receiving states indicated that they do not see the data sheets until all of the students have gone and the project is closing. Some teachers indicated that they never see the sheets and do not know what they are or how to read them. They simply turn in a summary on each child and the forms are filled out by someone else.



The earlier data sheets are often referred to by local administrators and teachers as the "Green Monsters." This may serve to point out that many administrators and teachers are intimidated by the data sheets, have not received sufficient training in their use, and are not able to make adequate use of them. It was the opinion of the interviewers that use of the system seemed to decrease as the distance of projects from the computer terminal increased.

#### Project Personnel Interview Responses

In order to determine what use was being made of the MSRTS in the projects and schools, the project directors, principals and teachers were questioned about various aspects of the system. It should be noted that in the receiving states the sample sizes are often very small, particularly in the "principals' response" sections.

#### Who Uses the MSRTS

Most schools which were visited were in some way using the MSRTS. The principals and teachers at these schools were asked, "DOES YOUR SCHOOL USE THE MSRTS?" In all cases they responded above 90% in the "yes" category. Of the 121 principals from all of the sample states who responded to the question, 117 answered "yes" and 4 answered "no". All four who answered negatively were from California.

The responses of the teachers were slightly more varied and are presented in tabular form. Negative responses may indicate a non-awareness of the usage of the MSRTS rather than that the system is actually not used.

TABLE XIV-1

PERCENT OF TEACHERS IN EACH SAMPLE STATE RESPONDING YES TO THE QUESTION "DOES YOUR SCHOOL USE THE MSRTS?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Percent Yes	77	100	100	94	100	80	100	100	100	100
Sample Size	60	54	38	18	24	10	4	6	12	13

The project directors and teachers were asked "DO YOU USE INFORMATION FROM THE MSRTS?" They responded as follows:

TABLE XIV-2

PERCENT OF PROJECT DIRECTORS IN EACH SAMPLE STATE RESPONDING YES TO THE QUESTION, "DO YOU USE INFORMATION FROM THE MSRTS?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Percent Yes	88	100	77	100	100	50	100	100	80
Sample Size	8	10	13	5	6	2	3	6	5

TABLE XIV-3

PERCENT OF DIRECTORS IN EACH SAMPLE STATE RESPONDING  
 TO THE QUESTION, "DO YOU USE INFORMATION FROM  
 THE MSRTS?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Percent Yes	47	82	62	26	50	0	75	67	92	33
Sample Size	51	38	50	19	24	8	4	6	12	11

#### How The Information On The MSRTS Is Used

In order to determine the extent to which the MSRTS was being used, those project directors and teachers who indicated that they used information from the MSRTS were asked how they used it.

Project director responses were coded within six general categories and teacher responses within three general categories. The categories and the percent of responses within each are presented in Tables XIV-4 and XIV-5. In both tables, sample size indicates the number of responses given from each state since many directors and teachers responded in more than one category.

TABLE XIV-4

PROJECT DIRECTORS' RESPONSES, IN PERCENT OF TOTAL RESPONSES FOR EACH SAMPLE STATE, TO THE QUESTION "HOW IS THE INFORMATION ON THE MSRIS USED?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
To determine eligibility	17	14	6	14	7	0	0	0	0
Attendance records	8	18	6	14	7	0	0	11	0
Health information	25	27	50	43	27	0	17	56	17
Special notations	25	9	11	0	27	0	33	11	33
Academic level of child	25	23	22	29	33	100	50	22	50
Don't know	0	9	6	0	0	0	0	0	0
Sample Size	12	22	18	7	15	1	6	9	6

The responses of the project directors indicate that the system is being used by them primarily for academic information (which includes the section on special notations) and health information. A slightly higher percentage of project directors in the base states use the system to determine a child's eligibility for the program, and a slightly higher percentage of project directors in the receiving states use the system to determine a child's academic level.

The teachers' indications of how they use the information on the MSRTS show that they use it mostly to determine a child's academic level and, to a lesser extent, for health information. Very few teachers are using the system to determine the family configuration of their students.

TABLE XIV-5

TEACHERS' RESPONSES IN PERCENT OF TOTAL RESPONSES FOR EACH SAMPLE STATE, TO THE QUESTION, "HOW IS THE INFORMATION ON THE MSRTS USED?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Use health record	26	47	24	29	31	0	20	0	46	17
Use academic evaluation	70	38	68	57	69	0	60	100	46	83
To determine family configuration	4	15	8	14	0	0	20	0	8	0
Sample Size	27	34	37	7	13	0	5	3	13	6

#### Why The Information On The MSRTS Is Not Used More Widely

In assessing the value of the MSRTS it is necessary to explore why a rather large percentage of teachers indicate that they do not use the information on the MSRTS. Of the 139 teachers in the base states who responded to the question, 38% said they did not use the information in the system. In the receiving states, 53% of the 86 teachers who responded said they did not use the information in the system.

The teachers' reasons for not using the information were coded within seven categories. The categories and the percent of responses within each are presented in the following table. Sample size indicates the number of responses given from each state since some teachers gave more than one reason and others gave none.

TABLE XIV-6

TEACHERS' RESPONSES, IN PERCENT OF TOTAL RESPONSES FOR EACH SAMPLE STATE, TO THE QUESTION, "WHY DON'T YOU USE INFORMATION FROM THE MSRTS?"

	CA	FL	TX	CO	MI	NJ	NY	NC	OH	WA
Arrives too late or not at all	67	75	40	33	46	50	100	50	0	50
Prefer to do own evaluation	13	0	33	8	15	17	0	0	0	17
Too confusing	0	0	0	8	0	0	0	0	0	0
Too time consuming	0	25	0	0	0	0	0	0	0	0
Unreliable	20	0	13	17	8	0	0	0	100	0
Not necessary	0	0	13	17	23	33	0	0	0	17
Other	0	0	0	17	8	0	0	50	0	17
Sample Size	15	4	15	12	13	6	1	2	1	6



When the teachers' answers are combined into the two categories of base and receiving states, certain differences appear:

TABLE XIV-7

TEACHERS' RESPONSES, IN PERCENT OF TOTAL RESPONSES FOR BASE AND RECEIVING STATES, TO THE QUESTION, "WHY DON'T YOU USE INFORMATION FROM THE MSKIS?"

	BASE	RECEIVING
Arrives too late or not at all	56	44
Prefer to do own evaluation	21	12
Too confusing	0	2
Too time consuming	3	0
Unreliable	15	10
Not necessary	6	20
Other	0	12
Sample Size	34	41

Teachers in the base states seem to have slightly more difficulty obtaining the data sheets and prefer to do their own evaluation of the children. This may be because they have more time in which to test. The larger percentage of "not necessary" answers in the receiving states may be the result of the teachers' giving their own tests and not feeling that they need the data sheets.

By far the greatest reason for not using the information is that it arrives too late or not at all. This is particularly important in the receiving states, where projects last about six weeks and a student must be placed quickly. Most of the projects test a student, place him in a class, and are already teaching him by the time they receive the data sheets. A faster method of delivering the information to the teachers would greatly increase the effective use of the system.

#### Assessment of the System by Project Personnel

Usefulness. A series of questions were asked of the project directors, principals, and teachers in an effort to learn how useful they thought the system was.

Project directors and principals were asked if the MSRTS was helpful to their program. Their answers were overwhelmingly positive.

TABLE XIV-B

PERCENT OF PROJECT DIRECTORS IN EACH SAMPLE STATE  
RESPONDING YES TO THE QUESTION "IS THE MSRTS HELPFUL  
TO PROJECT STAFF?"

	CA	FL	TX	CO	MI	NY	NC	OH	WA
Percent Yes	88	90	58	100	100	50	100	83	80
Sample Size	8	10	12	5	6	2	2	6	5

TABLE XIV-9

PERCENT OF PRINCIPALS IN EACH SAMPLE STATE RESPONDING  
YES TO THE QUESTION, "IS THE MSRTS HELPFUL TO YOUR STAFF?"

	CA	FL	TX	CO	MI	NC	OH	WA
Percent Yes	75	80	75	83	100	0	80	100
Sample Size	41	21	32	7	11	1	5	1

For comparative purposes, project directors and teachers were asked, "WHAT IS YOUR ASSESSMENT OF THE USEFULNESS OF THE MSRTS?" They were given four choices — very useful, useful, slightly useful, and not useful.

The directors and teachers in the base states agreed exactly in their assessment. In the base states, 62% of the 31 project directors who responded said the MSRTS was useful or very useful, 38% said it was slightly useful or not useful. Of the 126 teachers who responded, 62% felt the MSRTS was useful or very useful and 38% felt it was slightly useful or not useful.

The project directors in the receiving states overall rated the usefulness of the MSRTS higher than the teachers did. Of the 27 project directors who responded, 85% rated the system useful or very useful while 15% rated it slightly useful or not useful. Of the 78 teachers who responded, 63% rated the system useful or very useful while 37% rated it slightly useful or not useful.

Overall, the project directors in the receiving states seem to rate the system higher in usefulness. As indicated above, the project directors and teachers in the base states and the teachers in the receiving states agreed almost exactly in their assessments.

Accuracy. The accuracy or reliability of the system has been questioned in some cases. The project directors were asked if they found the information in the MSRTS sufficiently accurate. About 30% of the 23 project directors in the base states who responded to the question, and about 60% of the 26 project directors in the receiving states who responded answered that they found the information to be sufficiently accurate. The most often-stated reasons for inaccuracy in both the base and receiving states were that the information was not up-to-date or that it was missing.

Project directors and principals were asked if their program staffs attempted to check the accuracy of the MSRTS. In the base states, 71% of the 28 project directors and 65% of the 20 principals who responded answered "yes". In the receiving states, 77% of the 26 project directors and 36% of the 24 principals who responded answered "yes".

The project directors in the base states indicated that the most common method of checking for accuracy was to cross-check system information with information gathered at the school or project. In the

receiving states, the project directors also indicated that cross-checking was the most common method of checking system accuracy, but that a substantially greater degree of checking with parents and students about the information occurred.

The study indicated, however, that staff other than teachers need to be involved in checking the accuracy of information in the MSRTS. Of the 116 teachers in the base states and 74 teachers in the receiving states who responded to the question, only 40% indicated that they attempted to check the accuracy of the information.

#### Local Responsibility For Maintenance Of The MSRTS

It was the opinion of many of the survey staff in the field that the management of the input of data to the MSRTS was somewhat nebulous.

About 70% of the 55 project directors in both base and receiving states who responded to the question, "ARE TRAINING PROGRAMS PROVIDED TO ALL PROGRAM STAFF IN THE USE OF THE MSRTS?" , indicated that such training was provided. More than two-thirds of the 230 teachers who responded to the question, "DO YOU PREPARE INFORMATION TO BE PUT INTO THE MSRTS?", indicated that they did prepare such information. However, of the 146 teachers in the base states and 85 teachers in the receiving states who responded to the question, "HAVE TRAINING PROGRAMS FOR TEACHERS BEEN PROVIDED FOR THE USE OF THE MSRTS?", only 42% and 51%, respectively, indicated that the training had been provided.

Since the principal of a school is its administrative head and since the principal supervises the teachers, it could be assumed that the principals would become widely involved in utilization and maintenance of the MSRTS. The data indicate, however, that this may not be wholly the case. Although almost all of the principals who were interviewed indicated that their school used the MSRTS, only 57% of the 92 principals who responded in the base states and 68% of the 25 principals who responded in the receiving states indicated that they had any direct responsibilities for the utilization of the MSRTS.

#### Recommendations From Local Personnel

Project directors, principals, and teachers were asked to make recommendations for improving the MSRTS. Table XIV-10 indicates the responses of the project directors in the base and receiving states. Table XIV-11 combines the responses of teachers and principals in the base and receiving states.

TABLE XIV-10

PROJECT DIRECTORS' RESPONSES, IN PERCENT OF TOTAL RESPONSES FOR BASE AND RECEIVING STATES, TO THE QUESTION "WHAT RECOMMENDATIONS DO YOU HAVE FOR IMPROVING THE USEFULNESS OF THE MSRTS?"

	BASE	RECEIVING
More extensive information	25	18
More accurate information	17	18
Different record format	8	26
Use of larger number of project staff	4	0
More training in use of system or terminal	17	0
Quicker processing	8	23
More simplified	12	8
Don't know	2	0
None	8	8
Sample size	52	39

TABLE XIV-11

PRINCIPAL AND TEACHER RESPONSES, IN PERCENT OF TOTAL RESPONSES FOR BASE AND RECEIVING STATES, TO THE QUESTION, "WHAT RECOMMENDATIONS DO YOU HAVE FOR IMPROVING THE USEFULNESS OF THE MSITS?"

<u>Responses</u>	<u>Principals</u>		<u>Teachers</u>	
	<u>Base</u>	<u>Receiving</u>	<u>Base</u>	<u>Receiving</u>
More extensive information	15	11	20	14
More accurate information	18	37	15	18
Different record format	13	23	21	14
Use by larger number of project staff	2	3	8	9
More training on system or terminal	4	0	9	9
Don't know	4	0	3	0
None	33	9	24	13
Other	13	17	1	24
Sample size	112	35	157	96





SUPPLEMENTARY INFORMATION CONCERNING THE  
MIGRANT STUDENT RECORD TRANSFER SYSTEM

Rationale For a Management Information System

A system is needed that can assess the basic character of the migrant education program at state and national levels (i.e., who is taught, and how much time is actually spent teaching?). In order to present this information, a system would have to gather and compare three types of data:

- Comparative data from related systems
- Data about students
- Data about the programs

Comparative Data from Related Systems

A management information system should be able to retrieve the data quickly and to make statistical comparisons and projections as needed. It should be able to deliver the data in a manageable form that can be understood and used by persons who are not statisticians. The data should, as much as possible, be compatible with the data from other systems so that comparisons and possibly predictions may be made. Data about student days taught and peak enrollment periods can be used in conjunction with predictive information from the Departments of Agriculture and Labor about the expected time of the harvest in any state, the extent and quality of the crops, and the extent of mechanization of traditionally migrant jobs in various states. Basic predictions about areas of concentration, number of students, and direction of flow of funds should result.

### Data About Students

In order to assure an equitable distribution of existing funds and to provide compatible services with a minimum of duplication, information about more than the number of migrant students who entered and left various states is necessary. The general characteristics of the migrant student population are important if programs are to be evaluated and future planning accomplished. To encourage the development of programs more compatible with the population being served, data about the sex, age range, and average or mean age of the students should be provided. Data about the language and reading abilities of the student population as well as data about the health characteristics of the students should also be provided.

### Data About Programs

For the assessment of the character of a state's programs, statistics about the programs themselves are vital. The management information system should provide information about peak and non-peak numerical enrollment periods in each state, and about their length and the number of migrant students present. It should also provide information about the types and levels of programs that are operated during the peak and non-peak periods of enrollment. Summer programs, year-round programs, and regular school programs assisted by Title I migrant funds usually have different methods and objectives and, in some cases, aim primarily at certain age levels.

It is not enough to say, for funding or planning purposes, that between July 1 and November 30, X-number of migrant children were, or will be, enrolled in education programs in a given state. It is necessary to be more specific, i.e., to state that from July 1 to August 15, state Title I migrant summer programs, taught or will teach X-number of daycare (age 2 to 4) student days, X-number of age 5 to 8 student days, and X-number of age 9 to 16 student days, etc.

Information of this type can be used for several purposes:

1. It can provide USOE with a base for comparing the performance of various states: one state may have a large enrollment but operate shorter programs and actually teach fewer student days than a state with a smaller enrollment but longer programs. It would also be possible for USOE to identify states which are serving intended beneficiaries with more success than other states.
2. It can give USOE and the state directors a good picture of areas or age groups that are being ignored or possibly over-emphasized.
3. It can be used by state directors and LEAs in assessing strengths and weaknesses and in giving direction for future planning.

#### Possible Use of Combined Data (Hypothetical Cases)

The following graphs and interpretation are hypothetical and are not meant to depict any current situation. They serve only to illustrate possible uses that could be made of data from the system.

For management purposes Figures XIV-2 and XIV-3 can be interpreted as follows:

FIGURE XIV-2

HYPOTHETICAL ILLUSTRATION OF STUDENT ENROLLMENT PATTERNS, DATES OF MIGRANT EDUCATION PROGRAMS, AND HARVEST PERIOD FOR STATE X

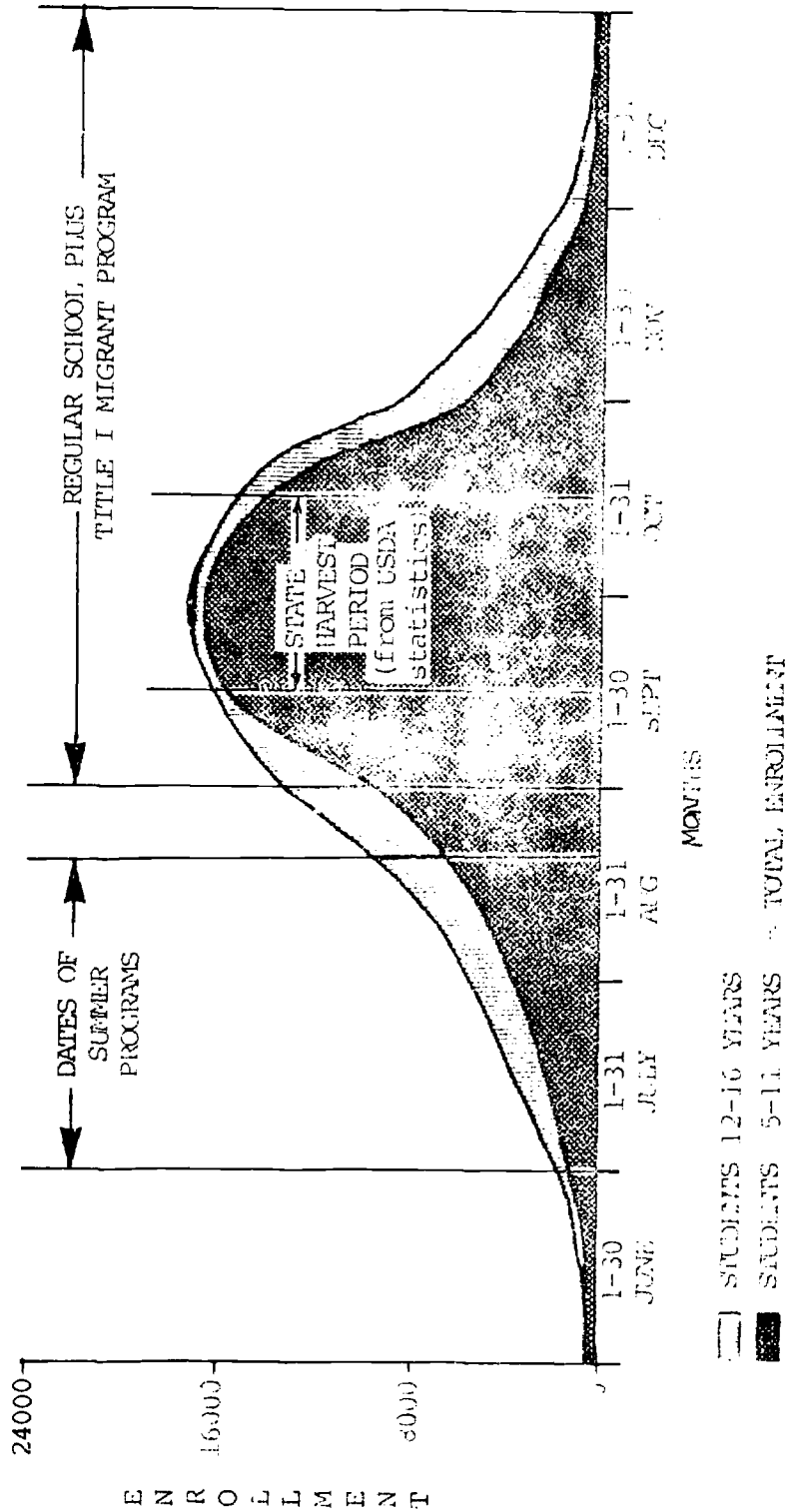
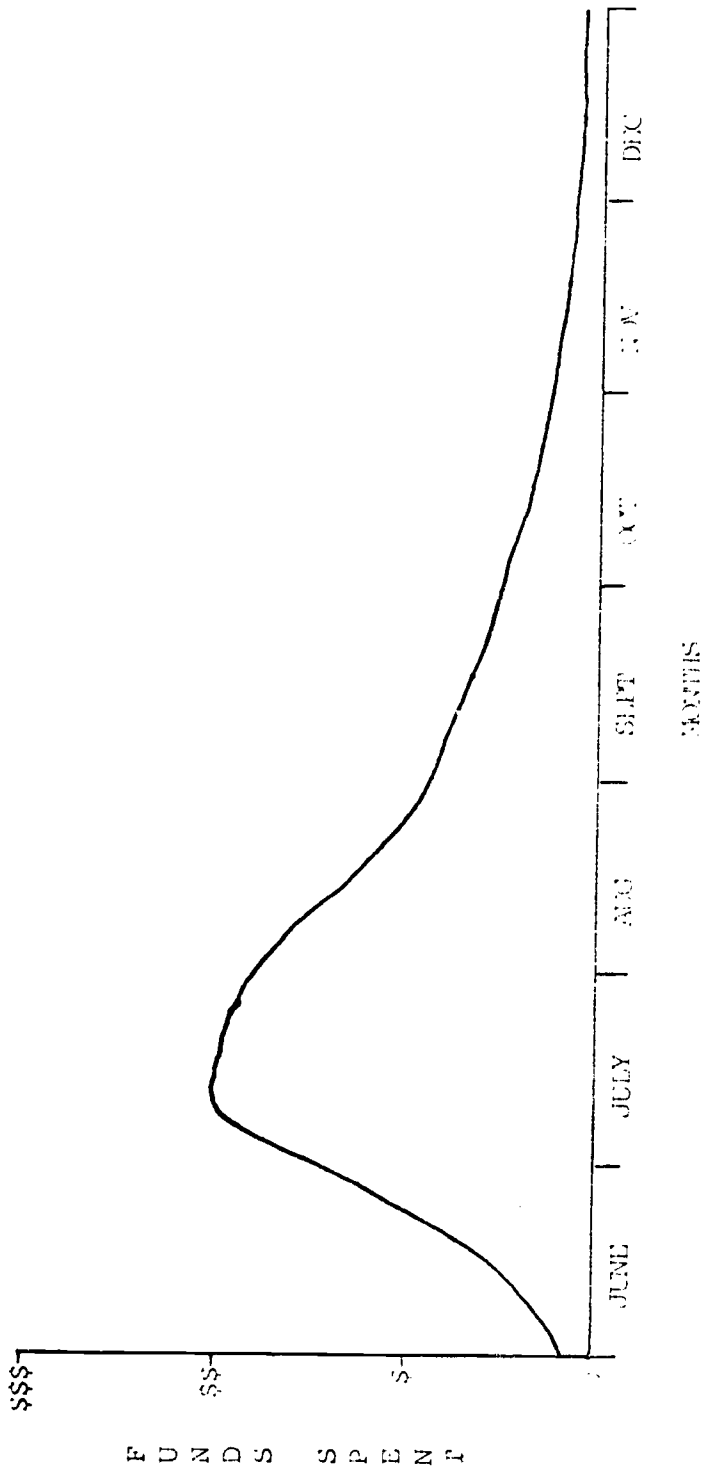


FIGURE XIV-3  
HYPOTHETICAL ILLUSTRATION OF EXPENDITURES  
OF FUNDS OF THE MIGRANT EDUCATION PROGRAM  
IN STATE X

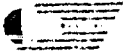


1. Figure 1 indicates that the summer programs from July 1 to August 15 are reaching comparatively fewer children. The funding for the summer programs is reaching only the tail of the curve. The large enrollment is falling between September 1 and October 15 under the regular school program assisted by funds from PL 89-750.
2. The percent of students in the age bracket of 12-16 registers a decrease in the fall even as the enrollment rises. This, in conjunction with Department of Agriculture statistics about the time of the harvest, would seem to indicate that the older children may be working in the fields. Obviously, a program designed for older children would have less impact during this period, but primary programs would reach a great number of students.
3. Figure XIV-2 indicates that the major portion of migrant funds are expended during the summer months on the summer programs.

Using the data and the graphs, it would be possible to demonstrate to the migrant program director of state X that his funding and programs are missing the major portion of the students. The major thrust should be toward fall programs in the primary-school age range. Combined with the student data about the general characteristics of the migrant student population, this information should indicate the optimum time for the program, the best age level to target on, and the subjects most needed.

#### Assessment of the MSKIS As A Management Information System

The original design of the MSKIS was for program planning through the transmittal of student information and record keeping for migrant children enrolled in schools and PL 89-750 projects. Management planning information and an information retrieval system, for use by managing education agencies



in directing and regulating the PL 89-750 programs, were not included in the original design. A program-planning and record-keeping tool, and a management-planning and information tool need not be mutually exclusive in design or use. The requirements for quantitative and qualitative data output, and for control and audit by the managing agency, however, are more stringent for the management planning and information tool. There are a number of issues that need to be recognized and addressed if the MSKIS is to be considered for use in management planning:

- The information currently available in the system.
- The current use of the MSKIS by PL 89-750 projects and schools.
- The current capabilities of the system for management planning.
- The management and control of the MSKIS and the migrant education program.

The first two issues have been addressed in Chapter XIV of Volume II. While the information on each individual student is extensive, very little is available about the migrant students as a group. The use and maintenance of the MSKIS was shown by data presented in Chapter XIV of Volume II to be somewhat sporadic and confused.

#### Current Capabilities of MSKIS for Management Planning:

Data Retrieval and Confidentiality. If the MSKIS is to be considered for use in management planning, the issue of the confidentiality of individual student information versus the need for aggregate data must be addressed.

Data retrieval is presently limited to the monthly summary sheets and to information on individual students which can only be requested by the schools and looked at by authorized individuals. There is no precise definition of what information on the MSRTS must remain confidential in order to protect the individual privacy of the students and what information can and should be used for evaluation and management planning. The result is that almost everything is kept confidential and much useful data are not available. Data retrieval should be accomplished in the same manner that is used for the U.S. Census, in which individual privacy is protected, but aggregate data about the census tract as a whole are available.

Predictive Capabilities of MSRTS. A simple, but effective, means of prediction could be developed through the MSRTS with only minor modifications. A survey would be conducted in the base states in the early spring in which each student (or Home Visitor) would interview parents about their planned destination or route for the harvest season. If this information was transmitted to the MSRTS computer using each student's number, a fairly accurate prediction could be made about the number of the migrant students expected to enter various areas and states. Programs could be better planned and funded.

With the information currently provided by the MSRTS, predictions can be made on the basis of the number of children present in a state in the past. This number could then be compared with statistics for the same period from the Departments of Agriculture and Labor and the comparison would indicate



whether or not the number of students could be considered typical for the type of crop and labor situation in the past. In addition, by using predictive information from the Department of Agriculture and Department of Labor on mechanization of traditionally migrant jobs in a given state, it should be possible to predict areas in which migrants will be more concentrated, whether there will be more or fewer students, and when the students will be there.

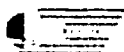
Comparisons of data would also serve as an indicator of validity of the system. If the Departments of Agriculture and Labor have information that the harvest in a state was poor and that the number of migrant laborers who came to the state was low, but the MSRTS shows a normal count of migrant students enrolled in the state, there may be a problem with the accuracy of student counting in that state.

Unfortunately, these comparisons would have to be made by using output from the MSRTS, since there is no current provision for including data from any other agency in the system and letting the system itself develop comparisons. The inclusion of data of this type would facilitate prediction and should not be difficult to accomplish.

#### Management and Control Considerations

Management and control considerations can be discussed in two parts:

- Management and evaluation of the system.
- Lack of competition and central direction.

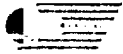


#### Control

Management and Evaluation of the MSRTS. Control of or, at a minimum, provisions for audit of the MSRTS management information system, is a necessity if the managers using it are to have any faith in the information the system provides. The system should not be controlled by the people whose performance it is expected to monitor.

At present, the state directors of migrant education maintain an almost complete functional monopoly of the MSRTS. After it had been designed by a committee of state directors, the MSRTS was developed by a private contractor. The system is funded by money set aside from the states' budgets for the migrant education program, and is managed by a private contractor who is responsible to the state directors.

There is no provision for on-going audits or evaluations by independent agencies or by USOE or HEW themselves. The tendency seems to be to use "self-evaluation" to audit the system. A good sample is the recent validation of the MSRTS. The study has been conducted by people who are responsible (at least partly) for the original technical development of the system and by the state directors. The study has been conducted, apparently because of convenience, at a time when the summer programs in the receiving states were closed. Information on how the system functions with regard to these programs is important, but apparently was not gathered. A large problem is that the objectivity level of self-evaluations may not meet the levels demanded for a management information system.



Lack of Competition and Central Direction. Lacking in the system of migrant education is the motivating force of competition. The states and LEAs compete among themselves only for the size of their portion of a fixed amount of funds. Since each state's funding is based on an estimated number of migrant children and since there is no competition from anyone else for the money or for the children, the states do not have to justify the quality of their migrant education program or the quality of their input to MSRTS.

Also lacking is the motivation of strong central direction by USOE. The benefits of central direction by a managing agency are subject to debate, but, in the absence of the motivating force of competition, some means of motivation needs to be applied. Presently, USOE is not providing this direction because of the following:

1. USOE control over states is exercised through its regulations which are binding by law. These regulations are subject to periodic interpretation and clarification, and many states and LEAs are not sure about what is binding and what is not. The limits of USOE enforcement power are unclear because funds have rarely been withheld from states. There have been few court tests to establish precedents for USOE enforcement power.

Violations of regulations are usually worked out informally with the promise by the state of not continuing the practice in question. By continuing the funding, it is argued by USOE, some of the funds will reach the target population. Employing rigid punitive measures, it is feared, would result in termination of services. Local projects would not bother with federal red tape.

2. Due to the lack of provision for the managing agency to evaluate systematically local and state programs, USOE must depend on the states to provide it with information about their programs. Demands by USOE for systematic information, particularly in light of the lack of legal precedent, might cause alienation of the states and loss of communication.

3. Congressional opposition is often encountered to any action that would result in expanded USOE control over state and local education.

A good example of the lack of central direction is the absence of provisions for interstate transfers of funds in situations such as large-scale crop failures, natural disasters, or other situations which result in non-arrival of migrants into a state or area. Projects are often completely set up and staffed and then the migrants do not arrive. Currently, there is discussion among state coordinators and USOE about transferring funds to other areas but, given the human tendency to hang on to what one has, and given a demonstrated tendency on the part of state and local directors to place local disadvantaged children into the programs when the migrants fail to arrive, it is doubtful that any voluntary transfers of already allotted funds would take place.

The result of the lack of competition and of aggressive central management is that the state directors control the migrant education program and are able to do pretty much as they please.

#### Summary of Assessment of the MSKIS for Planning

Most of the issues that have been addressed about using the MSKIS in management planning could be resolved by USOE. A computer system, once it has been established, can usually be altered or expanded to fit changing needs by the inclusion of varied software. The MSKIS is no different in that respect. The quality of usage of the system by the local projects and schools

could be improved by establishing more comprehensive data on the system, reducing the time lag involved in data retrieval, and training more administrators and teachers in the goals and use of the system. Steps have already been taken in this direction by the development of the new MSRIS data sheets.

The ability to resolve these issues, however, rests on the resolution of the issue of whether or not there will be strong, centralized management of the Migrant Education Program. The question is not whether the MSRIS could be used in management planning, but whether USOE can and should secure control of the system and use it for management planning. As long as the MSRIS is controlled by the state directors without provision for outside evaluation and audit, as long as all information about the state and local programs must be funneled to USOE through the state directors, and as long as there remains a lack of competition or central direction, the other issues cannot be effectively resolved.



## CHAPTER XV

### PROGRAM ISSUES

This chapter discusses the major issues that have emerged as a result of the implementation of PL 89-750. The ramifications of the current method of allocating federal funds for migrant education to the states are discussed. The need is presented for uniform definitions of a migrant and a migrant child to be used by all agents serving this population.

Impediments to delivery of services which are endemic to the climate within which SEAs must function are set forth. LEA autonomy, general Title I organizational control over the migrant education program, and idiosyncratic state statutes and regulations are often problem areas to PL 89-750 program management. SEA staffing limitations often prevent comprehensive SEA delivery of operational components. Administrative components are sometimes similarly curtailed.

The need for stronger leadership at the federal level, in the form of functional mandates, channels of accountability, and enforcement mechanisms, is described in light of the problems now experienced as a result of weaknesses in these areas. The need for categorical funding in order to maintain the migrant education program is then described.

## DEFINITION OF MIGRANTS

Despite the growth trend in services being provided to migrants, there still exist enormous barriers to the actual delivery of services. Among these are the definitions used by various agencies to determine who is a migrant, and thus eligible for services. Each agency serving migrants has its own unique definition of eligibility. While it serves the purpose of that agency, the uniqueness of the definition prevents complete coordination of services with other agencies serving migrants and causes problems for both the agency and the migrant.

The difficulties facing the migrant worker who attempts to obtain services from various government agencies and departments can be illustrated by following a typical migrant family through the stream. Table XV-1 gives some of the definitions applied to the family as they seek help from the agencies.

Problems of a Typical Migrant Family Involving Definitions

The family consists of husband, wife, and five children ranging from ten years of age to eight months. The family's home-base is Texas, but they have just arrived in Michigan to work in the cherry harvest. The family finds that the work force is already oversupplied, and there are no jobs available. Having no personal resources for housing or feeding his family, the husband has no recourse but to seek aid from the available federal and state programs. However, he soon finds that he and his family cannot qualify for welfare assistance because of residency requirements. He then turns to the Food Stamp Program, only to find he is unable to supply the income information necessary to qualify for assistance. He learns that he can participate in a local Rural Manpower Services program

which will provide him with an opportunity to enroll in a twelve-month vocational training program and enable him to become a permanent member of the community. The program provides him with numerous supportive services to further assist him during the period of training. The school-age children have been enrolled by now in the Migrant Education Program at the public school. They are all getting special instruction to improve their academic performance. The younger children are able to take advantage of an Infant Day Care Center and Headstart program. The children are receiving nutritional, medical, and dental services as a result of their participation in these programs.

At the end of one year, the husband has completed his training under the Department of Labor program. Unfortunately, there is no demand in the employment market for people with the settled-out migrant's newly acquired skills. There is no job; therefore there is no income. The wife suddenly becomes ill but there is no Medicaid program in the state. She is no longer eligible for migrant health services because no migration has occurred during the past year and neither she nor her husband is employed in agriculture (Eligibility Definition #4, Table XV-1). Additionally, the children no longer qualify for the Day Care Program because of the eligibility definition requiring agricultural employment used by that program (Eligibility Definition #3, Table XV-1). Consequently, the older children leave the migrant education program to take care of the younger children while the father continues to search for work. Those children remaining in the migrant education program must leave it soon, because priority is given to the "active migrant." Thus, they are no longer able to participate in any of the remedial programs that were offered while they were classified as active migrants (Eligibility Definition #2, Table XV-1). The family also finds that they cannot receive public assistance because the father is not disabled, and unless he deserts his family they do not qualify under the criteria for Aid to Dependent Children. The family now finds that they must once again resort to migratory work to maintain some source of income. The cycle continues with the family having experienced a welfare system that has given them great expectations but, in the long run, has forced them to return to the same impoverished way of life.



DEFINITIONS OF MIGRATORY WORKERS AND CHILDREN USED BY FEDERAL AGENCIES

Agencies

Definitions

1. DEPARTMENT OF AGRICULTURE  
Economic Research Service

Migratory workers are those who: a) left their homes temporarily overnight to do farm wagework in a different county within the same state or in a different state with expectation of eventually returning home, or b) had no usual place of residence, and did farm wagework in two or more counties during the year.

Nonmigratory farmworkers are those: a) who did all their farm wage-work for the year in the same county in which they lived, b) who made a permanent move from one county to another during the year and performed farm wagework in both counties, or c) who commuted daily across the county or state line to do farm wagework and returned home each night.

2. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE  
Office of Education

Migrant Child: A migratory child of a migratory agricultural worker is a child who has moved from one school district to another during the past year with a parent or guardian who was seeking or acquiring employment in agriculture including related food processing activities such as canning.

Interstate Migrant Child: A child who has moved with a parent or guardian within the past year across state boundaries in order that a parent, guardian or member of his immediate family might secure temporary or seasonal employment in agriculture or in related food processing activities. The term refers to a child who is expected to continue to migrate with his parent or guardian.

Intrastate Migrant Child: A child who has moved with a parent or guardian within the past year across school district boundaries within a state in order that a parent, guardian or member of his immediate family might secure temporary or seasonal employment in agriculture or in related food processing activities.

3. DEPARTMENT OF HEALTH, EDUCATION  
AND WELFARE,  
Office of Child Development

Formerly Migratory (Five Year Migrant) Child: A child who has been an interstate or intrastate migrant child as defined above but who along with his parent or guardian has ceased to migrate within the last five years and now resides in an area in which a program for migratory children is to be provided.

A migrant farmworker is a person who: a) is directly or indirectly working in agriculture or food processing activities, b) is working and residing away from his permanent home, c) has worked for more than one employer, d) has moved seeking employment in agriculture within the past year of application for benefits, e) meets the OEO poverty guidelines.

4. DEPARTMENT OF HEALTH, EDUCATION  
AND WELFARE,  
Health Services and Mental Health  
Administration

"Domestic Agricultural Migratory Worker" is an individual residing in a state whose principal occupation is in agriculture on a seasonal basis, who establishes for the purpose of such employment a temporary place of abode and who has been so employed within the last 24 months.

"Seasonal Agricultural Worker" is an individual residing in a state whose principal occupation is in agriculture on a seasonal basis, who has been so employed within the last 24 months and who has not established a temporary place of abode.

5. OFFICE OF ECONOMIC OPPORTUNITY,  
Migrant and Seasonal Farm Worker  
Branch

A migratory agriculture worker is a worker who earns at least 50% of their total earned income as agricultural employees; employed only on a seasonal basis and not by one employer for the entire calendar year; and have incomes below the poverty level. In addition to meeting all three criteria, they must have been classified as either:

A. Migrant Farmworker - is a seasonal worker in agriculture or agriculturally related seasonal industry who finds jobs by moving each year to one or more work locations beyond normal commuting distance from a place he calls "home". Customarily, he returns to his home when the crop season is over elsewhere. Even in this so-called "home" community, he may be disqualified for certain community benefits and services afforded other citizens because of his seasonal migration to other parts of the country.

The migrant farmworker population includes family dependents; some or all of whom may move with the worker for at least part of the season and may also work in agriculture and related seasonal industry, as defined in Migrant Farm Workers and Families in the United States, U. S. Department of Health, Education and Welfare, Public Health Service.

- B. Farm Worker - works on a farm devoted to diversified agriculture, performing duties requiring knowledge of livestock and crops and maintenance of structures and equipment: prepares soil for planting by plowing, harrowing, and fertilizing seeds, cultivates, sprays and harvests crops, using a variety of horse and tractor drawn machinery (Farm Equipment Operator): may irrigate crops (Irrigator II). Tends livestock and poultry observing general condition and administering simple medications to animals and fowl. Hauls feed to livestock during grass shortage and winter months. Operates, repairs, and maintains farm implements and mechanical equipment, such as tractors, gang plows, ensilage cutters, hay balers, cotton-pickers and milling machines. Repairs farm buildings, fences, and other structures. May haul livestock and produce to market as defined in the Dictionary of Occupational Titles, 1965, Volume I, Definitions of Titles. U.S. Department of Labor, Third Edition, page 265.

6. DEPARTMENT OF LABOR  
Rural Manpower Service

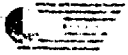
The term "migrant worker" means an individual whose primary employment is in agriculture. Migrant - an individual who plans to migrate during the current year or who, within the past two years, has derived some portion of his total annual income from the performance of seasonal farmwork or agriculturally related labor at any location other than home base.

### Need For Standard Definitions

Because the present system of providing and maintaining services for the migrant consists of a multitude of government agencies and departments with a multitude of eligibility criteria, the end results are ambiguity, conflict of goals, and lack of a unified approach to meeting the needs of migrants. Although PL 89-750 requires program coordination with other agencies serving migrants, complete coordination is impossible. If each agency serves a different sector of the target population, the agencies can hardly be expected to form joint ventures. As a first step in making federal resources presently allocated to migrant programs truly available to those who need them, standard goals and definitions must be adopted by all federal agencies involved.

### USOE Definition

In addition to the problems caused by differences among definitions, there are problems in the definition used by the migrant education program. At present, the language of PL 89-750 excludes from the count of eligible children, but allows service to, those children who are less than five years of age and those who are eighteen years or older. It also allows service to, but excludes from the count, children who have settle out. The results of this survey indicate that migrant children are overage relative to their grade level peers. Therefore, the seventeen year cut-off level for services hinders high school graduation for many of the target



population. Similarly, the lower limit of age five disallows preschool children from the count used to determine allocations, although they are actually able to be served with PL 89-750 funds. The net result is that there is little incentive to provide services to those for whom funds, in fact, are not allocated.

The Office of Education has defined the migrant child for eligibility purposes in the following manner:

- Interstate - A child who has moved with a parent or guardian within the past year across state boundaries in order that a parent, guardian or member of his immediate family might secure temporary or seasonal employment in agriculture or in related food processing activities.
- Intrastate - A child who has moved with a parent or guardian within the past year across school district boundaries within a state in order that a parent, guardian or member of his immediate family might secure temporary or seasonal employment in agriculture or in related food processing activities.
- Formerly Migratory (Five Year Provisional Migrant) - A child who has been an interstate or intrastate migrant as defined above but who, along with his parent or guardian, has ceased to migrate within the last five years and now resides in an area in which a program for migratory children is to be provided.

Insufficient funding precludes provision of educational services to all the children who fall into the three eligible categories. Therefore, it became necessary for the Office of Education to allocate funds only to programs which serve those children with the greatest need. Since those children who follow the crops are deprived of a full-time regular school program, they are considered by USOE to have greater need than the eligible

settled-out children. The existing policy, therefore, is that in no case should Title I migrant funds be used to provide programs solely for formerly migratory children. It is the responsibility of the SEA to ensure that its programs are planned, developed, and operated to meet the needs of the current migratory children.

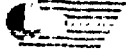
Our data indicate that project directors are following USOE policy in serving the active migrant. Table XV-2 summarizes this data.

Table XV-2

RESPONSES, BY STATES, OF PROJECT DIRECTORS, IN PERCENT,  
TO THE QUESTION  
"WHAT ARE THE ELIGIBILITY CRITERIA USED  
FOR ADMISSION TO THE PL 89-750 PROGRAM?"

	CA	FL	TX	WA	CO	MI	NY	OH	NC	NJ
One-year definition used	72	78	100	100	80	50	50	33	100	20
Five-year definition used	14	22	0	0	20	50	50	67	0	80
No criteria used	14	0	0	0	0	0	0	0	0	0
Sample Size	7	9	13	3	5	6	2	6	1	5

Project directors interviewed in the states of North Carolina, Texas, and Washington indicated no use of the five-year definition while others indicated limited use. Certainly, complete exclusion of the settled-out migrant is difficult. Our data indicate that when poor crop conditions decrease the number of migrants needed in an area, LEAs with programs already planned turn to settled-out migrant children to fill the resulting vacancies.

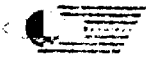


When the responses of base and receiving states are compared, more base-state directors are found to be using the one-year definition. One would expect the opposite since the receiving states host the active migrant. These findings may indicate that the receiving states, especially Michigan, Ohio, New Jersey and New York, are less aggressive in recruiting the active migrants. Instead, they are devoting more attention to the settled-out child. He is, of course, easier to find.

It is of special interest to note the responses of the project directors in New Jersey. Eighty percent of the directors interviewed indicated that they were using the five-year definition and 60 percent indicated that there have been no changes in the eligibility criteria in the past four years.

Caution, however, must be exercised in enforcing the use of the UOSE eligibility criteria, because they lack the flexibility required for serving a mobile population group. It must be kept in mind that the schools hosting the migrant are structured institutions that must plan ahead. Projects operating in the receiving states must plan their program prior to the influx of migrants. Teachers must be hired, contracts signed, and assignment of facilities made before the school year begins. The planning must be based on experience of the previous year.

Steps can be taken to enhance the predictive capabilities of the state and project directors to ensure that the projects reach the active migrant. Through coordination by the project directors with the growers and Labor Department representatives, a better assessment of the



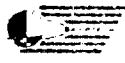
increase or decrease in the number of workers can be made. USOE has continually emphasized that further assessment be made by the state directors. Through coordination with the appropriate persons on the state level, the SEA could determine a profile of the labor demands prior to allocating funds. In addition, the state directors could require all LEAs to have appropriate labor personnel sign project applications to ensure that the estimates reflect the expected demands.

#### Effects of Changes in Eligibility Criteria

There is no argument against priority being given to the "active" migrant child, because there are insufficient funds to provide services for all eligible migrant children. Eligibility criteria must be established if the intended beneficiaries are to be served. However, if the "active" migrant children are to be given the priority of services they require, then aggressive and active recruitment by the LEA is necessary.

Recruitment of migrant children has long been a difficult task. Extensive efforts must be made by the LEAs to reach out to the outlying areas to find migrant children. School personnel often encounter tremendous hostility from crew leaders and farmers who would prefer to have the children working. Because of these difficulties, many LEAs tend to become less aggressive in their recruitment efforts and to direct their services to a more "reachable" population, such as seasonal farm workers or settled-out migrants. Project directors in small rural communities are faced with





tremendous pressure to serve the local children. It is difficult to say "no" to a local mother or friend who has children also in need of remedial and supportive services.

Since more precise eligibility criteria regarding the priority of children to be served have been established by USOE, most LEAs are changing their thrust to serve those eligible migrant children in order to maintain their program status. Responses obtained from the project directors indicate that receiving states are changing from the five-year to the one-year definition. Project directors were asked, "HAVE THERE BEEN ANY CHANGES IN ELIGIBILITY CRITERIA IN THE PAST FOUR YEARS FOR ADMISSION TO THE MIGRANT EDUCATION PROJECT IN THIS DISTRICT?" The base state directors provided an overall 81 percent in the "no" category whereas the receiving states provided 67 percent. Keeping in mind the higher percentage of receiving state directors using the five-year definition, the inference can be made that there are efforts underway to bring the program more in line with USOE policy.

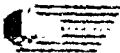
#### Practicality of USOE Eligibility Policy

In assessing the practicality of USOE eligibility policy, the characteristics of the rural agricultural communities in which the migrants work must be considered. These communities rely heavily upon crop production. Many of the local residents are employed on a seasonal basis. Often these seasonal workers, who labor alongside the migrant, live in poverty pockets within the local communities and may themselves be ex-migrants.

In many cases, migrant program activities are supplemented by regular Title I funds. Since almost all migrant project schools are located in rural areas, most of which have a relatively small regular Title I allocation, the PL 89-750 allocation often exceeds the Title I allocation. While the needs of the rural disadvantaged child may not be as severe as those of the active migrant, the need for services still exists. Thus, it becomes difficult to separate the needs of the rural disadvantaged child from those of the migrant child.

Unfortunately, when parents of the rural disadvantaged child or the settled-out migrant turn to the school for additional services for their children, they find that these children are not eligible. In many cases, these workers are participating in various federal programs designed to assist agricultural workers. Many project directors have recognized this disparity and have attempted to serve all children from the agricultural community.

In the home base states, a majority of the project directors indicated they were using the one-year definition, implying that those children no longer migrating were not receiving the same intensive program benefits as before. If this is the case, why should parents seek out the services of OEO and DOL to assist them in settling out of the stream if their children will then no longer be eligible for the special migrant education programs? In terms of the education of their children, they may be better off returning to migrancy. There is no doubt that the intent of OE policy is to serve those children with the greatest need. If, however,



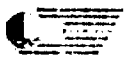
migrant education is to serve as a means to increase the options available to migrant children and enable them to become functional members of the community, further examination of the restrictive USOE definition must be made. The paradox is, of course, that a less restrictive definition would dilute delivery of services if the present funding levels were maintained.

#### ALLOCATION OF FUNDS TO THE STATES

In the past, distributions of state allotments have been made by the National Center for Educational Statistics. The initial job was considered difficult because there were no reliable data on the state or national levels concerning the numbers of migratory children. For this reason, the U.S. Office of Education used data supplied by the Department of Labor on the number of adult migratory agricultural workers. Then a ratio was used to convert the number of adult migratory workers to the number of migratory children. Both the U.S. Office of Education and the U.S. Department of Labor have acknowledged the unreliability and incompleteness of these data. However, their use still continues, despite the fact that the migrant program can make its own estimates of the number of migrant children on the basis of its experience in the past several years.

#### Estimation of the Number of Migrant Children

"Mid-month checks," or employment estimates, are obtained through the seasonal and full-time offices of the U.S. Employment Service located



throughout all crop areas. Personnel from these offices enter the farms and fields on the 15th and 30th of each month and check with the growers, crew leaders and individual workers to find out how many migrants are working. These figures are compiled and released each month by the U.S. Employment Service.

"Interstate migrant referrals" are also obtained through the employment office of the U.S. Employment Service. Farm workers and crew leaders check with these offices whenever they are seeking work in other states. The offices supply the migrants with the latest available information on farm jobs. Migrants are then referred to specific jobs and the office keeps monthly records of these referrals. The monthly records are then compiled by the U.S. Employment Service which issues monthly state and nationwide statistics on these referrals.

The first task is to determine the average number of migrant workers residing in the states on a full and part-time basis during the year. This is done by adding the Department of Labor mid-month checks and the mid-month referral figure and obtaining the average, or the "full-time equivalent" (FTE) of adult migrants. Then a .75 ratio of children to adults is used to arrive at the number of children.

The following example should serve to illustrate the current method of estimating the number of migrant children per state.

## EXAMPLE

Estimating procedures for estimated migratory children of migratory agricultural workers (FTE), Florida, 1965.

Step I

Monthly average (FTE) intrastate and interstate employment:

January	17,801
February	16,891
March	14,989
April	13,665
May	12,423
June	1,808
July	469
August	551
September	683
October	3,526
November	8,758
December	14,946
12-month total	<u>106,510</u>
12-month average (rounded)	8,876

Step II

Monthly average (FTE) interstate referrals:

(1)	(2)	(3)	(4)
Approx. Number Inter- state Migrant Referrals	Approx. Number Months in State	Col. 1 x Col. 2	Col. 3 ÷ 12
30,900	7	216,300	18,025

Step III

Total of 8,876 (Step I) and 18,025 (Step II) = 26,901, estimated full-time equivalent of migratory workers.

Step IV

75 percent of 26,901 (Step III) = 20,176 estimated full-time equivalent migratory children of migratory agricultural workers.

Sources

Step I - Mid-month employment reports for 1965 from the Department of Labor, Bureau of Employment Security.

Step II - Interstate migrant referral from home-state data (1965) from Department of Labor, Division of Research and Wage Activities, Office of Farm Labor Services, (letters May 31 and June 7, 1966).

Allocation Formula

After the number of full-time equivalent migratory children is estimated, the standard Title I allocation method is used. The number of children is multiplied by the larger of either (1) one-half the national average expenditure per child, or (2) one-half the state average expenditure per child, to determine the amount each state should be allocated.

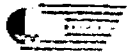
Thus, the allocation formula becomes,

$$\left[ \begin{array}{c} \text{ESTIMATED} \\ \text{NUMBER OF (FTE)} \\ \text{MIGRATORY} \\ \text{CHILDREN} \end{array} \right] \times \left[ \begin{array}{c} \text{THE LARGER OF} \\ (1) \text{ 1/2 NATIONAL AVERAGE} \\ \text{EXPENDITURE PER CHILD} \\ \text{OR} \\ (2) \text{ 1/2 STATE AVERAGE} \\ \text{EXPENDITURE PER CHILD} \end{array} \right] = \left[ \begin{array}{c} \text{STATE} \\ \text{ALLOCATION} \end{array} \right]$$

The logic of the allocation formula is sound. It recognizes the mobility of the migrants by calculating the number of full time equivalent (FTE) children and attempts to allocate funds to the states based on the amount of time the migrants spend in each state.

Practical Considerations

Practically, however, the method used to estimate the number of (FTE) migratory children is extremely questionable due to the incompleteness,



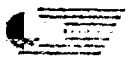
unreliability and untimeliness of the U.S. Department of Labor data, and the use of the .75 ratio. These difficulties result in a method that no longer allocates funds on the basis of credible estimates of the actual population to be served.

#### Mid-month Checks

Initially, difficulties arise with the "mid-month checks," or employment estimates, made by the U.S. Employment Service. Since farm workers are not protected by most federal and state labor laws, it is unlikely that a comprehensive effort is made to collect statistics on the number of agricultural migrants who worked in a given area in a given month. The checks are also incomplete to the extent that they are not made in worker camps which do not meet health and safety standards or in which there is substandards housing. It is also likely that those who live and travel in buses and trucks which do not meet safety regulations are excluded from the checks. These several factors combine to exclude a considerable number of migrant workers from the employment estimate.

#### Interstate Migrant Referrals

The "interstate migrant referrals" are also incomplete and thus inaccurate, since many workers do not register and use the referral service. Often the crew leaders do not register with the service because registration would necessitate paying insurance premiums and supplying other supportive



services to the workers. The migrants themselves often do not need the service to provide information about crops and employment opportunities because they either return to places in the stream where they have been before or they utilize their own "grapevine" of information. One additional factor often deters the workers from using the service: they simply do not trust it. In the past, referrals have been made and the wages have been quoted only to be withdrawn or changed when the migrants reached the crop area. This has a significant effect on the use of the service, and the collection of statistics relating to interstate migrant referrals suffers as a consequence. In the estimation scheme then, these people who do not use the service are also excluded from the employment estimates.

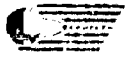
#### Untimely Data

Additional unreliability arises because of the untimely nature of the data received by the U.S. Office of Education from the U.S. Department of Labor. USOE is forced to use data which are two and three years old to make a current allocation calculation. Thus, for example, FY 1973 allocations were based on data from 1970 and 1971.

#### The .75 Ratio

According to the USOE "Rationale for Estimated State Migrant Program Allotments,"





The .75 ration of children to workers . . . was derived and estimated from statistics and comments from the U.S. Department of Labor and the U.S. Department of Agriculture as well as individual states. For example, one study conducted in 1962 by the Department of Agriculture indicated that there were 254,540 youths under 18 years of age out of 604,000 total population of people where the head of the household performed migratory agricultural work. States have indicated that statistics like this one were somewhat low because young workers are often counted as workers rather than youths under 21 years of age, so a 175 ration of children to adults was selected as a reasonable estimate.

The choice of 175 seems without empirical justification and one is forced to conclude that it was made arbitrarily.

Thus, to the uncertainty of the employment statistics, this "magic formula" has added the equally doubtful assumption that each adult migrant who travels to do farm work brings along wherever he goes an average three-fourths of a school-age child. Even a cursory examination of the facts shows that while migrant workers in some localities tend to travel with large families, there are other areas where the migrant farm labor force includes a large proportion of single men.<sup>1</sup>

Due to this .75 ratio, inequities in funding are built into the allocation scheme, thus giving states which have a large proportion of single migratory men a windfall gain of federal funds which could and should be allocated elsewhere to provide minimum services to a greater number of children.

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<sup>1</sup>National Committee on the Education of Migrant Children Wednesday's Children (New York, 1971), p. 9.

### Averaging for Continuity

As mentioned before, data several years old are used to estimate the number of eligible migrant children. The .75 ratio is applied to these data and the results are averaged to provide continuity. This process seems necessary since the number of workers depends on crop yields, crop failures and acts of God, whereas the number of children is relatively constant over several years. It should be easy to see that the present allocation scheme completely overlooks the fact that the children are there to be served regardless of whether their parents are able to work or not. This is a very important conceptual and practical flaw involved in the present allocation method.

Hold-Harmless Clause. In addition to the inadequacies of the present allocation method in reflecting the size and distribution of the migrant child population to be served, is the hold-harmless clause which was formulated in 1969. Apparently realizing that the U.S. Department of Labor data in no way reflected the population of migrants and that fewer and fewer migrants were using the services of the U.S. Employment Service, the USOE termed 1969 estimates of migrant children as minimum levels. Thus, funding allocation was theoretically done as described herein, but in most cases, the 1969 levels have determined the distribution of allocations. The following Table XV-3 provides the necessary information to reach that conclusion:

TABLE XV-3  
THEORETICAL CHILD COUNTS VS. COUNTS  
ACTUALLY USED FOR FUNDING

FISCAL YEAR	FY DATA USED	NUMBER OF CHILDREN	CHILD COUNT	CHILD COUNT FOR FUNDING
1967	1965		169,910	169,910
1968	1965 1966	169,910 +156,652 <u>326,526</u> ÷ 2 =	163,282	163,282
1969	1966 1967	156,652 +157,654 <u>314,306</u> ÷ 2 =	157,153	157,153
1970	1967 1968	157,668 +128,749 <u>286,417</u> ÷ 2 =	143,209	159,650
1971	1968 1969	128,749 +122,725 <u>251,474</u> ÷ 2 =	125,737	161,026
1972	1969 1970	122,725 +108,668 <u>231,393</u> ÷ 2 =	115,697	101,859
1973	1970 1971	108,668 + 93,782 <u>202,450</u> ÷ 2 =	101,224	162,480

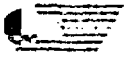
Although the theoretical child count has decreased steadily since 1967, the child count for funding was higher in 1973 than in 1969, indicating a redistribution of workers and, therefore, children among the states. The present scheme, however, only takes into account those changes that provide a larger count in the states than was made in 1969. No correction is available for allocations to states in which the number of migrants drops significantly below the 1969 level.

### Lack of Incentive

One final point should be made about an allocation scheme such as the one described. It certainly does not provide a positive incentive for SEAs or LEAs to recruit more children for the migrant programs. Since funding allocations are determined by the number of workers who use the U.S. Employment Service and not the number of children who are served or need to be served, the result is that recruiting more children only spreads the available funds over more children. No new funds accompany the children who are recruited and, therefore, there is no economic incentive for the LEAs to find more migrant children. This is perhaps the most important drawback of the entire allocation method used at present. The method has become a negative incentive for recruitment of eligible children or, at best, an incentive to maintain the status quo. The opportunity is here to provide an incentive to state and local program officials so that they can better seek out and serve the target population. Any alternative scheme must provide this incentive if migrant programs are to be accepted at the local level.

### Remarks

As incomplete and unreliable as the Department of Labor data are, "they have been used by the United States Commissioner of Education as the 'best available method' for determining the number of children in each states who are eligible for special programs funded through federal migrant



education funds."<sup>2</sup> Suffice it to say that better methods are available, which can estimate more completely and reliably the number of migrants children to be served.


In summary, the present allocation method is completely inappropriate because of practical considerations, and should be replaced by an alternative method which provides more reliability in estimating the population to be served and also provides an economic incentive to serve that population. Alternative methods are being considered to develop a more equitable means of allocating PL 89-750 monies. One method, which is recommended by this contractor, can be found in Volume I, Recommendations.

#### THE CLIMATE IN WHICH SEAS OPERATE

SEAs, caught between federal mandates regarding categorical funds and traditional LEA prerogatives in determining the nature of educational services they will provide for their children, often find themselves in a double bind. This bind is then tightened by state education agency bureaucratic procedures, including the placement of migrant education within state organizational chains of command and idiosyncratic state regulations and legislations regarding the education of children within that state. The advancement of the PL 89-750 program to its present stage of development in the ten sample states, then, is

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<sup>2</sup> Ibid., p. 9.



a credit to dedicated and conscientious state migrant education personnel and project staff.

### LEA Autonomy

Several of the sample state SEAs, especially New York and Ohio, have little power to control LEA delivery of services. The SEAs function primarily as funding agents. Often, they must act as "good-humor men," coaxing LEAs to develop programs.

In many communities, especially in receiving states, migrants are not considered as part of the community and therefore migrant children are not recognized as part of the school population to be served. Their alien status bars them from educational services. They have no political clout with which to demand these services.

The deprivation of migrant children, if recognized, demands efforts above and beyond those provided for other children in the community, if they are to be brought to an educational level commensurate with that of their school peers. For example, when a rural school district has only one pediatrician to serve the entire area, the local authorities become understandably hesitant to further dilute his impact by including migrant children in their programs. Furthermore, the lack of understanding of the economic and human worth of migrants often results in prejudice against them. The community simply prefers to forget them or not acknowledge that they exist.

School districts have multiple sources of revenue including property taxes, bonds, special taxes, several categories of state aid, and numerous federal categories. In 1971, it was estimated that federal funds represented only seven percent of an LEA's total revenue base. The percentage attributed to PL 89-750 funds is even smaller. For this, an LEA must develop special programs and complete numerous state and federal forms. Some LEAs do not consider delivery of services to migrant children worth all this effort.

The decision regarding curriculum content generally rests with the LEA. Even in applying for federal funds, LEAs frequently reword their own priorities so that they fit loosely within federal regulations. In states where SFAs are prohibited by state statutes from programmatic function, then, there is little control over how the money is spent. Furthermore, there is little assurance of continuity in program content and curricular tools between LEAs within the state. Each LEA does as it wishes.

### SFA Relationship to Title I

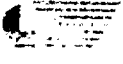
There are many similarities between regular Title I and the PL 89-750 programs. These include a focus on providing direct educational services, establishment and supervision of individual state programs, a requirement for evaluation of each funded project, and an emphasis on project quality.

Sharp differences do exist, however, in operation and program emphasis between regular Title I and PL 89-750. Primarily, regular Title I services and funding estimates are based on a more stationary urban constituency, whereas the migrant program funds and services are based on a mobile rural population. Regular Title I administrators usually perform only regulatory function, whereas PL 89-750 administrators, at both the national and state level, are responsible for a broad range of programmatic decisions which require more technical assistance and monitoring efforts.

In many states, the migrant education program, along with many other Title I programs, operates under the umbrella of a general Title I administrator. This administrator often applies one general set of regulations to all programs under his control. In many cases, migrant education administrators must secure authorization for program expenditures from him.

In the area of travel, necessary for interstate coordination and program implementation, authorization is often delayed or restricted by the





SPA at the governor's office, thereby reducing the migrant coordinator's flexibility in responding to the needs of a highly mobile population.

Federal regulations, however, specify that PL 89-750 program operation funds may be expended at the state level in activities that are of direct service to local projects. Allowable expenses from PL 89-750 program funds include travel of SPA staff to multi-state or national meetings for the purposes of program development and coordination, employment of office staff, delivery of in-service training workshops, contractual state-wide program evaluation services, and consultant services in areas of curriculum, project development, program support, and so forth. The state migrant education agency, in other words, is authorized to assume the functions for program development and implementation normally exercised by the LEA under other Title I programs.

While this federal regulation appears to give flexibility and operational capability to migrant administrators, this is not always the case -- even when the general Title I administrator is willing. Some state laws (New York and New Jersey, for example) protect LEA autonomy by prohibiting the SPA from assuming operational functions.

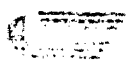
Funding for Migrant Education Administration

At the state level, funds required for the administration of the Migrant Education Program are provided from the general ESEA Title I State Administrative funds rather than from the ESEA Title I Migrant Education (PL 89-750) funds. Federal law specifies that migrant program

Funds are to be used only for project activities, namely operational components. Thus, the state administrative components must be funded from the general Title I administrative funds which are allocated to each state for the purpose of administering all Title I programs. From this allocation, then, a percentage is set aside for the administration of the migrant education program. The amount of these funds made available to the Migrant Education Administrator is determined by the state education agency and, generally, by the state Title I administrator.

Although he does not control the amount of general ESEA Title I state administrative funds available to administer the migrant education program, the state migrant education administrator is held responsible for the employment of whatever personnel are needed to ensure the efficient and economical administration of the program. Our findings indicate that ESEA migrant staffs include an average of only five professionals. Of these, usually only the director is paid from general Title I administrative funds. The others, consultants who generally are not included in the state civil service system, are paid from PL 89-750 program funds.

At the federal level, the USOE migrant program branch maintains a staff of seven professionals and three secretaries who are responsible for monitoring a 72.8-million-dollar program with a 20,000-dollar budget ("S&E" funds) to cover the field administrative and programmatic responsibilities in the 48 participating states.



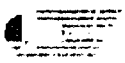
In the administrative area, the USOE migrant program branch is responsible for determining the allocation of funds, approving and funding state grants, and seeing that program guidelines are adhered to by the states. In the programmatic area, the staff is responsible for maintaining interstate coordination and cooperation, providing technical assistance to the states, maintaining liaison with other federal agencies, overseeing the operation of the Migrant Student Record Transfer System (MSRTS), disseminating information, and maintaining national leadership for migrant education.

FEDERAL ROLE

USOE control of the PL 89-750 program is essentially through its regulations, which have the force of law, and through its interpretation of the law in the form of guidelines. LEAs and SEAs are often confused as to what is binding and non-binding. This confusion is evident in supplementary programs which have changed long-standing policies that were supposedly based on the same original statutory provisions. This is the case for both the PL 89-750 amendment and its ESFA Title I antecedent.

According to M.W. Kirst, in a statement given in 1971 to the U.S. Senate Select Committee on Equal Educational Opportunity,

...the limits of USOE legal muscle are unclear. Since funds are almost never withheld there is virtually no court precedent on the "grey areas" in binding or non-binding guidelines and program memoranda. Occasionally, federal auditors recover funds where SEA's and LEA's have violated explicit regulations. More often suspected or actual violations are negotiated informally among friendly professional educators at the three federal levels who have worked with each other for several years. The outcome of the negotiations is similar to the Federal Trade Commission's "consent decree"--a promise not to continue the questionable practice with no penalties for prior actions.



Except for Title I ESEA, large federal categorical programs are administered through state plans. State plans have been used since the 1907 Smith-Hughes-Vocational Education Act. No state plan has ever been denied by USOE although several have been "delayed" until suitable corrections were made. State plans primarily repeat the federal regulations with state promises to fulfill them. Little specific information is provided on the intra-state allocation of money, the preferred educational program thrusts, or criteria for approving or rejecting LEA proposals. Indeed USOE does not now have solid information on how much federal money specific localities in any state are receiving under most state plans. A separate study had to be commissioned by the Urban Coalition to get data for major cities. Traditionally, USOE and the States have regarded such information as none of the federal government's business. In sum, one can gather little about the operation or funding criteria of a federal-state program from reading the state plans.

In a recent article on Title I ESEA, Jerome Murphy has examined a number of the crucial constraints within inter-governmental administration. He asks the fundamental question why USOE has not been more aggressive in managing the program and following up on the audits. He enumerates several reasons: (1) limited staff and a service orientation, (2) pressure to get the program moving quickly and to bring about good working relationships with the states. This led to a tendency to overlook alleged misuses and accentuate the positive, (3) a fear if USOE pushed too hard, Congress would replace categorical programs with general aid, in which case USOE would have even less influence, (4) A tendency for Congressmen to abhor waste except when OE accuses officials in their districts of misusing funds. Then Congressmen find state-local prerogatives and local control of education convenient justifications. USOE needs Congressional support to survive.

A final reason is expressed by Murphy this way: "USOE's behavior has in part been adapted to take advantage of its strategically weak bargaining position. It is virtually impossible for USOE to cut off funds which the states view as their rightful entitlement under law. The states know this and so does USOE; thus, orders or demands by USOE are bound to be ineffective since they cannot be backed up with action. Furthermore, demands might alienate the states and result in a loss of communication. Since USOE's influence comes mostly from the power of persuasion, and since it is presently almost totally reliant on the states for information about local

programs, it is absolutely essential that USOE maintain cordial relations with the states. Under these bargaining conditions, the states are in a position to exact a price for their good will. As a result, USOE will be willing to sanction (perhaps covertly) deviations from the statute in exchange for open communications. Thus, the agency's service orientation and deference to local officials can be understood in part as rational behavior, designed to achieve the greatest possible influence from a weak bargaining position. USOE's problem, then, is not simply the lack of will or lack of staff, but lack of political muscle."<sup>3</sup>

According to Sec. 422, Subpart 1, Part B of Title IV of PL 90-247, as amended by PL 91-230, the federal government is prohibited from exercising "any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution, school, or school system, or over the selection of library resources, textbooks, or other printed or published instructional materials by any educational institution or school system."<sup>4</sup> While this part of the regulation has never been tested in the courts, it does suggest that USOE tread very lightly in seeing that the spirit of the law is carried out at the LEA level.

The Commissioner can, however, exercise more control over SEAs. SEAs must submit and secure USOE approval of state plans which evidence programs designed to meet the special educational needs of migratory children

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<sup>3</sup>Hearings before the Select Committee on Equal Educational Opportunity of the United States Senate, Ninety-Second Congress, First Session, Delivery Systems for Federal Aid to Disadvantaged Children (Washington, D.C.: U.S. Government Printing Office, 1971), pp.8653-5.

<sup>4</sup>Committee on Education and Labor, House of Representatives, A Compilation of Federal Education Laws (Washington, D.C.: U.S. Government Printing Office, 1971), p. 17.

and evidence coordination with "similar programs and projects in other states, including the transmittal of pertinent information with respect to school records of such children."<sup>5</sup> Without USOE approval, funds are not allocated. Furthermore, even with approval, it is not necessary that USOE allot the entire amount for which a state is eligible.

#### NEED FOR CATEGORICAL FUNDING OF THE MIGRANT EDUCATION PROGRAM

Before the PL 89-750 program began, there were few educational programs designed to provide services to children of migrant workers. Project directors in both the base and receiving states were asked, "WHEN WAS YOUR MIGRANT EDUCATION PROGRAM ESTABLISHED?" Over half of the directors responded that, while their program began prior to 1968, very limited educational services were being offered. Furthermore, because the programs in areas serving migrants were not coordinated with each other, the educational benefits to the child were not maximized.

In the receiving states, where there is a preponderance of summer programs designed to serve the migrant during the harvest season, there passage of PL 89-750. These findings suggest that PL 89-750 funds have provided the mechanism for linking educational programs in the base states with those in the receiving states, enabling the program participants to gain some degree of continuity in their education.

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<sup>5</sup>Ibid., p. 34.

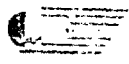
Considerable discussion has taken place within the past year regarding the continuation of federal funding for categorical programs such as migrant education. Because of this and the uncertain nature of Title I monies, importance was given to determining the future of migrant education if PL 89-750 funds were discontinued. Project directors were asked, "WHAT IS ANTICIPATED FOR THE PROJECT WHEN PL 89-750 FUNDING IS DISCONTINUED?" As seen in Table XV-4, a small percentage of Project Directors indicated that the program would continue without PL 89-750 funds.

TABLE XV-4

RESPONSES BY BASE AND RECEIVING STATES OF PROJECT DIRECTORS, IN PERCENT, TO THE QUESTION "WHAT IS ANTICIPATED FOR THE PROJECT WHEN PL 89-750 FUNDING IS DISCONTINUED?"

	Base States	Receiving States
Continue Current Project without Major Changes	4	4
Continued with Reduced Services	12	8
Discontinue Project	40	58
Don't Know	44	29
Sample Size	25	24

The directors in the receiving states appear more definite regarding the discontinuance of their projects. In addition, a large percentage (44 percent) of the directors in the base states have no idea what the status of their projects would be if funds were discontinued.



New Jersey project directors were not included in the analysis because their management responsibilities are not comparable with those of directors in the other states. The New Jersey SEA retains the overall management responsibilities for its projects. Therefore, the responses of the New Jersey project directors are detailed separately.

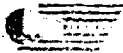
The directors were asked "IF THE PROJECT IS TO BE CONTINUED, ARE LOCAL FUNDS AN ANTICIPATED SOURCE OF FUNDS TO REPLACE PL 89-750 FUNDING?". The results are summarized in Table XV-5. In the receiving states, only one project director (in the state of Ohio) answered "yes" to the use of local funds.

TABLE XV-5  
 RESPONSES, BY BASE AND RECEIVING STATES, OF PROJECT DIRECTORS, IN PERCENT, TO THE QUESTION "IF PROJECT IS TO BE CONTINUED, ARE LOCAL FUNDS AN ANTICIPATED SOURCE OF FUNDS TO REPLACE PL 89-750 FUNDING?"

	Base States	Receiving States
Yes	24	6
No	76	94
Sample Size	25	16

Three of the four project directors in New Jersey indicated that local funds would be used to continue the program. However, the State Director indicated that local funds presently appropriated for migrant education would most likely be discontinued in 1974.





It appears that the linking mechanism between base and receiving states created by PL 89-750 funds would either be destroyed or severely weakened by withdrawal of federal funds. Furthermore, the stimulus of federal monies has by no means led to a greater concern by the local communities for educating the migrant child. As indicated in Chapter XII, over half of the project directors in both the base and receiving states indicated that their communities remain either disinterested in or resentful of the program. This suggests that the impact of federal funds has not increased the initiative of local communities to provide educational programs for migrant children.

This observation creates concern as to the effects that incorporation of categorical grants into "packaged" revenue monies would have on migrant education. Without the categorical specification, it is unlikely that states would attempt to service a population with so little political clout. Other special interest groups, better organized, speaking as substantial elements of the tax base or, at least, as permanent residents of the state to be reckoned with, would be first in line.

If there were no categorical funding and if the 1970 decennial census criteria for farm states were utilized, only home-base states would be eligible for migrant education programs, because the census was taken when migrant workers were in a static position. No provision would be made for patterns of migrancy. Thus, it is conceivable that at least twenty states presently providing educational services to migratory children would not "deem" to do so because of their presence in the state only during the summer months or only at the beginning or end of the school term.

The MSRPS, the first national automated communication system in the field of education, would assuredly die. Without total participation of all states, the system is rendered ineffective.

Finally, only LEAs with more than 5,000 children, aged 5 to 17, from families with incomes below poverty level or LEAs with more than fifteen percent of the total enrollment of the school consisting of such children, would be eligible. This would negate many projects now operating.