1959

A proposed educational program to meet the needs of migrant children who enroll in Broward County schools each year.

Young, Eunice Cason

Boston University

http://hdl.handle.net/2144/18011

Boston University
A PROPOSED EDUCATIONAL PROGRAM TO MEET THE
NEEDS OF MIGRANT CHILDREN WHO ENROLL IN BROWARD COUNTY SCHOOLS
EACH YEAR

Submitted by
EUNICE CASON YOUNG
(B.S., Florida A & M University, 1949)

In Partial Fulfillment of Requirements for the Degree
of Master of Education
1959
Boston University
School of Education
Library
First Reader: Dr. Henry L. Isaksen
Associate Professor Education

Second Reader: Dr. James A. Wylie
Professor Education
## TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>The nature of the problem</td>
<td>1</td>
</tr>
<tr>
<td>Purpose and scope of the study</td>
<td>3</td>
</tr>
<tr>
<td>Plans of approach toward the study</td>
<td>4</td>
</tr>
<tr>
<td>Summary</td>
<td>4</td>
</tr>
<tr>
<td>II. PROCEDURE OF THE STUDY: PERSONAL INTERVIEWS AND PERSONAL CONTACT</td>
<td>6</td>
</tr>
<tr>
<td>Area concerned</td>
<td>6</td>
</tr>
<tr>
<td>Techniques used</td>
<td>6</td>
</tr>
<tr>
<td>Personal interviews</td>
<td>6</td>
</tr>
<tr>
<td>Review of the literature</td>
<td>8</td>
</tr>
<tr>
<td>III. RESULTS FROM REVIEW OF LITERATURE: EDUCATION, HOUSING AND HEALTH</td>
<td>9</td>
</tr>
<tr>
<td>Broward County Educational problem</td>
<td>9</td>
</tr>
<tr>
<td>Education of the migration children</td>
<td>11</td>
</tr>
<tr>
<td>Housing of migrating laborers</td>
<td>19</td>
</tr>
<tr>
<td>Responsibility for housing</td>
<td>24</td>
</tr>
<tr>
<td>Health of the migrant</td>
<td>26</td>
</tr>
<tr>
<td>Prevention of Delinquency</td>
<td>30</td>
</tr>
<tr>
<td>Child care center</td>
<td>31</td>
</tr>
<tr>
<td>Religious activities</td>
<td>33</td>
</tr>
<tr>
<td>Family and child welfare</td>
<td>34</td>
</tr>
<tr>
<td>A proposed educational program to meet the needs of migrant children who enroll in Broward County School each year</td>
<td>36</td>
</tr>
<tr>
<td>Summary</td>
<td>43</td>
</tr>
<tr>
<td>IV. THE PROVISIONS OF ASSISTANCE</td>
<td>45</td>
</tr>
<tr>
<td>Child Labor Law</td>
<td>45</td>
</tr>
<tr>
<td>Labor Laws</td>
<td>45</td>
</tr>
<tr>
<td>Migrant Registration</td>
<td>45</td>
</tr>
<tr>
<td>The Settlement Laws</td>
<td>46</td>
</tr>
<tr>
<td>Public Assistance</td>
<td>49</td>
</tr>
<tr>
<td>Care by Private Agencies</td>
<td>51</td>
</tr>
<tr>
<td>V. SUMMARY AND CONCLUSIONS</td>
<td>54</td>
</tr>
<tr>
<td>Summary</td>
<td>54</td>
</tr>
<tr>
<td>Education recommendations</td>
<td>56</td>
</tr>
<tr>
<td>Health recommendations</td>
<td>57</td>
</tr>
<tr>
<td>Housing recommendations</td>
<td>58</td>
</tr>
<tr>
<td>Child recommendations</td>
<td>58</td>
</tr>
<tr>
<td>Coordinated Governmental Effort</td>
<td>59</td>
</tr>
<tr>
<td>CHAPTER</td>
<td>PAGE</td>
</tr>
<tr>
<td>---------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Coordinated Volunteer Effort</td>
<td>60</td>
</tr>
<tr>
<td>Joint Planning</td>
<td>61</td>
</tr>
<tr>
<td>Other Recommendations and Suggestions</td>
<td>61</td>
</tr>
<tr>
<td>Public Action</td>
<td>61</td>
</tr>
<tr>
<td>Family life and rights of children</td>
<td>62</td>
</tr>
<tr>
<td>Child labor and education</td>
<td>62</td>
</tr>
<tr>
<td>Conclusion</td>
<td>63</td>
</tr>
<tr>
<td>Educational Implications</td>
<td>64</td>
</tr>
<tr>
<td>Need for further study</td>
<td>65</td>
</tr>
<tr>
<td>APPENDIX</td>
<td>66</td>
</tr>
<tr>
<td>The Pilot Summer Schools for Migrant Children 1958</td>
<td>66</td>
</tr>
<tr>
<td>Registration State of New York</td>
<td>67</td>
</tr>
<tr>
<td>Schedule of Classes</td>
<td>68</td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>73</td>
</tr>
</tbody>
</table>
CHAPTER I
INTRODUCTION

The nature of the problem.-- The problem is to survey the special needs of migrant children and make recommendations on how the program can be improved. The non-settled migratory child in the community is a perplexing one, and the problem in educating the migratory child is very serious.

It is best presented in a report by a classroom teacher of Bridgehampton, Mrs. Ethel Young.

1. "Most of the children, I would estimate ninety-five percent, cannot read, write or do arithmetic beyond the second grade.

2. Most of these children do not have the proper adjustments to school life; that is, classroom situations, playgrounds associations, and the proper habits of study and use of books, paper and pencils.

3. Most of these children have poor health habits. They have little or no personal cleanliness and seem to extend that same attitude towards books, desks, and the classroom.

4. Most of the children have poor eating habits. Many come to school without lunches.

There are two major aspects of the educational problems connected with migration: (1) need for adequate educational opportunities in all parts of the nation so as to fit the child for life in his own or in other sections if he should move; and (2) need for adequate educational facilities for children without residence in the community. In addition to the provision of general education there is involved in both of these problems the need for vocational training of both minors and adults.

The equality of educational opportunity among the various sections
of the country has long been recognized by educators and other interested persons, but its threat to the future well-being of the nation because of population movements has received too little attention.

In a report published in 1938 the Federal Advisory Committee on Educational noted these facts:

There are large areas and population groups which are retarded in their education development through circumstances beyond their control.

Americans have citizenship and franchise regardless of educational status.

The cityward movement of the population has been dominated by youth under 25 years of age and by migrant from the farming areas of the South. Rural-urban migration may be expected to continue as the pattern of internal migration for many years to come.

For growth or even maintenance of population at present levels, cities must look to the rural population as a source of recruitment.

Large numbers of youth who will constitute much of the future population are being reared in communities that are now able to provide only the most restricted educational opportunities.

States and regions favored by fortune cannot afford to be indifferent to the educational opportunities provided for youth in the states and regions from which they will draw many of their future citizens.

The report concludes: "If, for a long period of years, each succeeding generation is drawn in disproportionately large numbers from those areas in which economic conditions are poorest, if the population reserves of the Nation continue to be recruited from economically underprivileged groups, and if the inability of the depressed economic areas and groups to provide proper education for their children is not corrected by aid from areas and groups more prosperous, the effect on American.

civilization and on representative political institutions may be disastrous."1/

Purpose and scope of the study.— The purpose of this study is to propose a special educational program for the Broward County schools based upon needs of children migrant workers, in relationship to the education, economic, health, racial, and moral standards of the community in which they temporarily reside.

Remedial actions may be undertaken in several directions. They would include:

(1) Programs and activities to alleviate the most obvious and urgent needs.

(2) Programs and activities to promote self-reliance and to increase skills in order that migratory laborers may be able to find better jobs.

(3) Adopt and vigorously adhere to a public policy that will "raise the standards and conditions of work in migratory farm employment and thereby eliminate the dependence of farm employers on poverty at home and misfortune abroad as the foundation of the recruitment of their labor supply."2/

In the undertaking of these various steps, the best results will be attained by a continuous and coordinated effort on the part of farm organizations, private welfare associations, labor unions, and the various agencies of government. In the past, private, local, and state agencies have tried to deal with migrancy problems. Their achievements have been small. In large part, the meager results are attributable to lack of legal authority and to slender resources, but also to lack of coordination among the states and within the agencies of the federal government.

1/Tbid.

2/Ryan, Philip E., Migration and Social Welfare, Russell Sage Foundation, 1940.
The recommendations of the President's Committee will be used as a frame of reference in examining the conditions existing locally.

Some facets of the problem suggested by the President's Committee are:

1. Inspection of housing codes,
2. School and child labor laws,
3. Information through registration of labor contracts, and
4. Reexamining maximum use of legal 'tools' on hand.

The migrant labor problem is national in scope. This study, however, will be concerned mainly with the condition in Broward County, Florida, and citations of conditions elsewhere are mainly for the purpose of disclosing the similarities that exist.

Plans of approach toward this study.—Conduct survey to determine needs of migrant children, survey present educational program in the county, review literature on what has been done to meet these needs, Educational Specialists recommendations and proposals, and to recommend an educational program.

Summary.—There is evidence that the lack of educational opportunities or the rigidity of the educational structure has frequently caused young people to leave their communities or residence. In his studies of transiency among boys and young men, Outland has noted that low educational standards have undoubtedly contributed to the lack of interest in school which was given as the cause for leaving home by many of the boys aided under the transient program in California. Other students have also noted that some transiency among youth has developed because of the


inability of the existing educational structure to adapt its program to meet specific needs of individual pupils or to give personal guidance to students in difficulties.

The situation among the children of migratory agricultural workers has been summarized by the Department of Labor as follows:

Educational opportunities are lacking or extremely limited for the children of thousands of migrant families, particularly those of migrant agricultural workers. Children old enough to work in the fields are expected to contribute badly needed income, and parents often do not consider it worthwhile to enroll the younger children in school during their short stay in any one community. School authorities, on their part, are frequently lax in enforcing the school attendance laws in cases of the children of migrant families.

The difficulties facing the migrant is having his children take advantage of existing educational facilities in the communities to which he comes.

CHAPTER II
PROCEDURE OF STUDY: PERSONAL INTERVIEWS AND PERSONAL CONTACT

Area concerned.—The study concerns itself with an examination of the migrant problems in Broward County, Florida. Some emphasis has been placed on New York State because many of the migrants in Broward County come from New York State. Negro and Puerto Rican migrants dominate the study.

Techniques used.—The techniques used in this study fall into these categories:

1. personal interview
2. personal observation
3. personal contact
4. review of the literature in areas of education, health and housing.

Personal interview.—Mr. Fred W. Turner, General Consultant in Instruction, State Department of Education, Tallahassee, Florida, stated that Florida has no formal program of education for educating the migrant worker. The children of the migrant worker attend school with other children of his own race. Some counties have made a special effort to provide educational opportunity for these children by grouping them for instruction.

Mr. Turner also stated, that the reading needs of migrant children is perhaps the most pronounced problem found in providing an educational program for migrant children. In addition to being unable to provide material for those speaking English, they have the problem of providing material for those speaking Spanish.
Mr. Werner H. Ruef, Supervisor of Elementary Education, State Department of Education, New York State, in response to a questionnaire sent him stated they have a very limited educational program for migrant children, but this year the New York State Legislature appropriated $40,000 for summer schools for the children of migrant parents. Five schools in New York State this summer are being conducted under this appropriation. Next year the number will be increased to eight.

The Act for the appropriation was as follows:

"To amend the education law, in relation to state aid for summer schools for migrant children, and making appropriation therefor

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Section thirty-six hundred two of the education law is hereby amended by adding thereto a new subdivision, to be subdivision thirteen, to read as follows:

13. In addition to any state aid apportionment to which a school district shall be entitled under the foregoing subdivisions of this section, any school district which maintains an approved summer school for the education of children of school age temporarily located in the state, whose parents are seasonally employed by canners, growers or processors of food and foodstuffs, shall receive a special apportionment in the amount of all approved operating expenditures incurred for such summer school, provided that a plan of operation and expenditures therefor shall have been approved in advance by the commissioner, and provided, further, that such special apportionment shall not exceed the amount of three thousand dollars for each additional class of ten or more pupils and the amount of two thousand dollars for each additional class of ten or more pupils such summer school, except that where there is a total of less than ten pupils in such a summer school, the amount of three thousand dollars shall be prorated in accordance with the number of such pupils. An estimated one-half of such special apportionment shall be payable at or before the beginning of the sessions of such summer school, and the remainder thereof shall be payable.
26 upon the approval of the final reports of the
27 operation and expenditures following the close of such
28 sessions. 2. The sum of ten thousand dollars ($10,000)
29 or so much thereof as may be necessary, is hereby appropriated
30 to the education department out of any moneys in the
31 state treasury in the general fund to the credit of the
32 state purposes fund and not otherwise appropriated, for
33 the purpose of carrying out the provisions of this act,
34 including services and expenses of the administration of
35 the program, payable on the audit and warrant of the
36 comptroller on vouchers certified or approved as provided
37 by law. 3. This act shall take effect July first,
38 nineteen hundred fifty-eight."

Review of the literature.— Available literature concerning
educational program of migrant children was analyzed from the following
sources: Boston University, School of Education Library, Boston;
University College of Liberal Arts Library, New York State Department of
State Council of Churches.

A detailed analysis of this literature will be given in Chapter
three.

---

CHAPTER III

RESULTS FROM REVIEW OF LITERATURE: EDUCATION, HOUSING AND HEALTH

1. Education

The problem in Broward County.— It is just about impossible for the migratory family to remain in one locality long enough to permit the children to go to school for a full school term. Some may start school one to three months late in the term, some may have started school while they were in their home communities, and there are those that have not been enrolled in any school during the year.

Surveys have shown that a large number of migrant children who have reached the age of twelve have never attended school.

Experience has shown that these children are handicapped educationally for a number of reasons. We know that they need special help, yet we have no special educational program set up to meet their needs. Teachers must take these children wherever they find them and do the very best that they can to help these children while they are in the county. This calls for extra special effort on the part of the teachers and the migrant children, because the non-migratory children have advanced far beyond them, and they cannot be given all the individual help they need for no extra provisions have been made for them in planning the schools program for the year.

The migrant children want more education and when the opportunity is present they do their best to take advantage of it even though they leave school at different intervals to work in the fields. By March or April the family once again starts for another destination, and the...
child's education is interrupted. This type of interruption occurs repeatedly; and this may prevent a child ever completing a grade or a school project he has undertaken.

It is discouraging to the children to be taken out of school before the end of the school term, and it is equally discouraging when they must enter a new school, almost certainly one with a different content and rate of progress.

This constant changing of schools, irregular attendance, and their way of life makes it difficult for schools to absorb these children. Many of the migratory families speak a foreign language only and understand very little English. Because of these reasons, many of the schools are unable to cope with the migratory children's special needs.

One of the most serious problems of the migrant worker is his lack of education. Because of his limited occupational background, and educational opportunities the migrant is constantly at a disadvantage in competitive or adjustment situations. His working conditions make it difficult for him to improve his educational standards. 1/

Each year many of these children come into the Broward County School System. What can be done to meet the needs of these children while they are in the county? What can be done to help migrant parents realize that schooling means a better future for their children, and that education is an area which is most sadly neglected in the migrants life?

1/Waters, Alonzo L., Chairman, Report of the New York State Joint Legislative Committee on Migrant Labor, March 3, 1953.
Education of the migrant.— The National Resources Committee directed attention in 1938 to the need for recognition of education as a national rather than a local problem:

The educational implications of the mobility of population have too often been ignored. In common practice, education in this country has been regarded as a purely local affair. However, sound such a policy may have been in a pioneer society, it takes no great insight to discover its weakness today. With the degree of mobility that has characterized the American people in the past and is likely to continue in the future, the cultural and intellectual level of any region has its influence on the development of every other region. For good or ill, migrants enter into the social, economic, and political life of the communities in which they spend their mature years. They carry with them their knowledge or ignorance, their occupational adjustability or lack of it, their ability or inability to participate wisely in the determination of social policy.\(^1\)

The difficulties facing the migrant in having his children take advantage of existing educational facilities in the communities to which he comes are:

- Necessity for the children to work in the crops if the family is to earn enough to provide for their maintenance.
- Inability to provide proper clothing so as to prevent ridicule by the resident children.
- Retardation developing from constant mobility making it difficult for the children to adjust in the grades to which they are assigned.
- Abnormal diet, home life, and living conditions contributing to the difficulties of maintaining their grade levels.

The communities themselves which need migrant labor likewise experience difficult in trying to provide suitable educational opportunities for the children of migrants. The following factors are involved:

Limited resources to support the educational program for local children in spite of state aid which is sometimes available

Short duration of the migrant's stay in the community making it difficult to expand and contract the facilities according to the size of the load

Pressure from growers whose crops must be picked and who are frequently benefited by the labor of the whole family

Pressure of local residents who object to the use of tax funds for "outsiders"

Inability to supply sufficient officers to enforce school attendance requirements

Pressure of parents who fear that migrant children may bring disease to the local schoolrooms.

The dangers involved in a system which prevents or curtails the educational opportunities of the children of migrants and bars them from normal community life require no elaboration. The social costs both to the individual and the nation demand that attention be focused on ways of providing for these children the opportunities which should rightfully be theirs.

A number of efforts have been recently made to overcome the obstacles that interfere with real educational opportunities for migrant children.

1. Special funds provided: in 1943, New Jersey passed a law to apportion to each school district forty-five dollars for each child of a farm worker not a resident of the state who attends. At present, this provision has a time limit, but consideration is being given to make it permanent. California has had permanent legislation that provides special funds to aid counties in providing for emergency schools for these children for some time.
2. Larger earnings by parents. The war years reduced the pressure of family poverty bringing better wages and steadier work. However, the schooling of their children still suffered for considerable periods of the year when the parents, in order to earn their scant living had to take their families away from home.

3. Local communities are experimenting. Some Communities have found that if the children feel themselves a part of the community, they are more apt to go to school.

One experiment in California provided an elementary school for the children of workers in a federal farm-labor camp. Special funds provided by the state were used. Neighboring farmers contributed pigs, cows, and other foods for the school lunch. A swimming pool was built by the older boys, with the principal directing them and working with them.

Migrant families and those with permanent homes in the community will attend the school together.

4. School services are being extended to migrant workers.

In Saginaw County, Michigan, the teaching staff has been enlarged to take care of migratory children while they are in the community. The parents of migratory children are made welcome at the local parent-teacher association meetings.

In Texas the visiting teacher service is used. One community employs a Spanish-speaking visiting teacher to call at the homes of the children who have dropped out of the school to urge them to return.
She investigates the economic status of the family, the health of the child, the sleeping accommodations, food and clothing available to the child; and all other matters that may affect his school attendance. She advises the family as to how to overcome the handicaps and if the child doesn't return to school after her visit, she returns again to see what more she can do.

5. The new Fair Labor Standards Act which went into effect January, 1950, made it illegal to employ children under sixteen during school hours on commercial farms whose products go into interstate commerce.

Now the rural children are released by this new law from the jobs that keep them from going to school. Now they can begin to get the education that is their right.

The Department of Labor suggests various methods of spreading understanding of this law: (a) It urges farmers, educators, school boards, and trustees, parent-teacher groups, church leaders, and citizen groups to talk with their neighbor about the new protection for children in agriculture.

(b) It suggests that editors and writers headline the law in their local newspapers at crop peaks.

(c) It asks teachers to have children study the law as part of their regular class work.

(d) It urges everybody to help parents realize that schooling means a better future for their children.

In order to get the schools ready for the new pupils, the bulletin urges school boards, officials and citizens' groups to work for expanded
school facilities when they are necessary to take care of all the children in the community, including migrants. Teachers, pupils and the entire community should be good neighbors to the new pupils and make them feel welcome.

School officials, doctors, and health officers also have duty to the children. Their duty is to provide inoculation and other health services to get the children ready for admittance to a school.

To parent-teacher, welfare, church, and service groups, the bulletin "Help Get Children Into School and Out of Farm Jobs During School Hours" says:

1. Make newcomers and migrants welcome at church services and activities.

2. Provide school clothes and extra health and welfare services for children who need them.

3. Provide child-care programs. See that school-age children do not have to stay home to care for younger brothers and sisters during school hours.

4. Include migrants in recreation programs.

5. Acquaint parents with local ways of getting children into school and with the community's interest to help migrant children.

The Federal Committee on Migratory Farm Labor, through the cooperation of public and private agencies including the United States Office of Education, State educational agencies, the Material Education Association, universities, and the American Council on Education, developed a plan which will provide an adequate program of education for migratory workers.
and their children. This may include federal grants made to the state.

An Agricultural Extension Services, in fuller charge of their statutory obligations to the entire farm population, provide educational assistance to agricultural laborers, especially migratory workers. This enables these people to increase their skills and efficiency in agriculture and to improve their personal welfare.

The Bureau of Guidance supplied leadership and counsel to local school districts in meeting their responsibilities for the education of the children of migrant workers. These responsibilities involve the right to an education for all children residing in our state, the techniques and kinds of instruction essential for the education process, protection against exploitation in labor and local acceptance.

The problem of placement and individualizing the instruction of the children of migrant workers demanded considerable attention on the part of the State Education Department, local administrators and teachers. Progress has been made during the last five years and the situation, while still having many complications, has improved. During the year local schools have used the experience of the past to help them in working out the type of school placement for migrant children which best served the academic and social needs of the individual child. The actual life experiences of these children are often used to develop interest and to make real the approach to the basic skills of reading, writing, and arithmetic.

Many problems still exist. Development of an effective plan for providing records showing children's educational progress, health

---

1/ New York State Interdepartmental Committee on Farm and Food Processing Labor Report, 1953.
examinations, over-ageness and retardation. The fact that these and other problems are recognized and that some beginnings have been made toward their possible solution is in itself a forward and encouraging thing.

The State Education Department, hoping to help migrant children attain better academic progress and adjustment, has again placed a request in the budget for funds to establish pilot or experimental summer schools to supplement the education of these children. Such schools, operated for a period of six weeks, would help determine ways in which, throughout the state, schools with migrant pupils can develop in these children the skills and cultural understandings for the best kind of citizenship. It would help prepare these children to meet the obligations that citizenship in a democracy demands.

The State Education Department sought to protect migrant children from exploitation through its supervisory function in the issuing of employment certificates; and in informing agricultural employers, local school officials and children about laws governing child labor. This information was given through publications and personal visits.

The educational program carried out during the last five years helped reduce illegal employment of children to the lowest point in the history of our work with migrant children. It must not be assumed that it was the sole effective force in the elimination of exploitation through unlawful employment. In this, the Department of Labor has been most effective. The good cooperation between the education and labor departments has been a major factor in promoting the welfare of migrant children.

During the last five years, there has also been a steady progression from skepticism on the part of many local school people to one of
acceptance and cooperation. A rather serious problem at present is that of general community acceptance of our migrant workers and their families. The school, working through the children of the local people and of migrant workers, has been able to make some progress in the solution of this problem. Through the interchange of experiences by children within the schools, a spirit of appreciation of each other developed that carried over into the communities. Ways of further developing this appreciation and cooperation would be one of the objectives of the proposed pilot summer schools for migrant children.

During the past five years, superintendents of schools were asked to report the census of migrant children and the age and grade placement of the migrant children enrolled. A summary of these reports follows for 1953. The census tables showed three thousand and one migrant children ages zero to eighteen years as compared with two thousand, three hundred fifty-eight for 1952. This increase is due in part to greater accuracy in enumeration and to extension of the census to residences housing less than ten migrant. During the year, seventy-seven schools were asked to submit an age grade table. In sixty-seven of these, one thousand seven hundred and twenty-two such children were enrolled; eight stated that there were no migrant children; and, two schools did not report. The age grade distribution for 1952 showed one thousand six hundred ninety enrolled. Over 92 percent of these children of compulsory age (1391 out of 1510) listed on the 1953 census report were enrolled in school. This represents a high degree of compliance.

1/ New York State Interdepartmental Committee on Farm and Food Processing, Labor Report, 1953.
reasonable to assume that a number of families returned to their homes in the South between the time of census enumeration and the opening of school. It is also likely that number of children entered school even though they were not on the census, despite all efforts to obtain as nearly full and accurate reporting as possible.

2. Housing

Housing of migratory laborers.—Housing for migratory agricultural laborers may be considered in two categories: that which they provide for themselves and that which is provided for them. In the first classification are the shelter arrangements the migrant makes for himself and family while enroute and those of a more permanent nature which he contrives while working or waiting for employment. Frequently they "sleep by the roadside, in squatter camps, or crow into one or two room cabins in low priced tourist camps." When settling for a time, the housing arrangement which they can make for themselves are usually no better:

During the periods of employment the seasonal agricultural workers who were not living in quarters furnished by the employers camped by the roadside or in squatter camps of lived in the low-rent commercial tourist camps. In the squatter camps, which might be described as jungle camps, people were living in tents, in their cars, or under a canvas stretched from the side of the car to make a lean-to. Some of them were living in shacks made from scraps of wood, corrugated paper, tin, or anything that would afford some protection. Sanitary facilities at each jungle camp were usually very poor or nonexistent.2/

Every report on the condition of migratory farm labor stresses the

1/U. S. Department of Labor, Migrant of Workers, p. 2.

2/Ibid., p. 140.
serious lack of adequate housing facilities for that of our population. A recent memorandum prepared for the Works Progress Administration declares:

Bad housing facilities are the rule where migrants congregate. In rural areas the ditch-banks shack, the tent camp, or the worst type of "tourist camp" provide most of the shelter within the means of this low-income group. In urban areas, the "shacktown" at the edge of the city is frequently the only resort of the need non-resident. Low income and short stays make the migrant an unprofitable and undesirable tenant. 1/

But there are non-residents and migrants other than those who form the migratory labor group. The removal migrant, making but one move to a new location, frequently has little or no income and may be forced to "double up" with relatives or friends or, if he secures his own quarters to take up residence in the lowest rental areas where he contributes to the already overcrowded conditions and adds to the pressure which forces slums to expand. Much concern in this latter connection has recently been expressed regarding the influx to New York City and suburban areas of Negroes from the southeastern states and of migrants from Puerto Rico.

The single migrant, whether male, or female, presents housing difficulties both en route and in destination communities. Although frequently making use of the facilities for shelter used by moving families, the single person finds other types of shelter which are not suitable for family purposes. The single woman can usually secure necessary shelter from public or private agencies for limited periods. Single men, when unable to pay for their shelter even in cheap hotels or rooming houses, congregate in jails, public lodging houses, missions,

jungles or shack town. Rarely are rooming house facilities made available through relief grants.

Housing is sometimes supplied by the employer or by a public agency. Arrangements made by employers vary widely in adequacy, but reports indicate that they are usually far from satisfactory. Even where legislation requires such camps to conform to specified standards there is usually great difficulty in enforcing the regulations. Camps spring up overnight, seasons are short, and many camps operate simultaneously. Investigating staffs are frequently too small to attempt to apply the regulations. The precarious position of the grower, with his dependence upon a single crop which must reach at the proper time a market over whose prices he has no control, may cause him to transfer his losses to his laborers or reap his small profit through their exploitation in this and other respects.

In recent years the Farm Security Administration has been experimenting in providing housing facilities for migratory workers by establishing camps in the western states. Some extension of these camps to the southern states is already under way. It is reported that these demonstrations have influenced some growers to provide more adequate facilities in their own camps. The Farm Security Administration has also made some attempts to provide migrants with homes on small tracts offering basic subsistence, with earning to be supplied by anticipated seasonal labor in the surrounding country. It will be apparent that the housing needs of migrants are similar to those of resident persons. Desirable standards include adequate space, privacy, protection from the elements, proper environment, water and sewage facilities, and protection
from fire hazards — all at a cost which the migrant can afford to pay.

On the other hand, the community requires the migratory workers for a short period only and prefer that they move on when their work is done. Faced with economically dependent persons seeking permanent relocation, the community sees a danger of slum areas, overcrowded and unsafe, being developed and extended. This conflict of needs and fears which has forced the migrant to live in unsanitary, crowded quarters with all the evils consequent upon such existence, and at the same time has endangered the health and well-being of the local community, presents a serious dilemma.

The following states the federal viewpoint on adequate housing:

"Sporadic work and substandard living conditions make it imperative that public interest be aroused so that remedies can be applied. Housing which meets minimum standards of sanitation and decency is one of the basic needs of the migrant worker. This alone is not enough. General surroundings should be kept clean and in good order, provisions made for proper garbage and sewage disposal, a safe water supply maintained for drinking and washing purposes. A wide variety of remedies should be applied to the many types of problems be solved and to do so, action must be taken on all governmental levels, with complete public understanding and support."

The above question is a call to action with emphasis placed on local, state and federal governmental action rather than by action by the farmer. It seems a paradox that while we want less governmental interference in our daily lives, we constantly call for more governmental welfare, aid and support in areas which we feel unable to provide minimum standards. The Migratory Labor Committee Act of 1952 proposes the following three recommendations:

1/William Connolly, Director, Recommendations of the President's Commissions on Migratory Labor, United States Department of Labor, Maurice Tobin, Secretary, Bureau of Labor Standards, April, 1952.
1. Licensing of Labor contractors

2. Continuation and extension of Farm Security Administrative Labor Camps.

3. The establishment of a fourth category of public assistance under the Social Security Act to provide general relief for non-settled persons.

Housing must be regularly inspected and meet with federal standards. The Department of Agriculture is empowered to extend grants in aid to states for labor camps, provided the standard requirements are met. When housing is deficient in areas where there is large seasonal employment of migratory workers both where labor is of short duration, the Department of Agriculture establishes transit camp sites without individual housing. These camp sites should be equipped with water, sanitary facilities, including showers, laundry and cooking arrangements. They should be adequately supervised.

1. States should be encouraged to enact state housing codes, establish minimum health and sanitation standards for housing in unincorporated areas.

2. Public Housing Administration of the Housing and Home Finance Agency should develop a rural non-farm housing program to include housing needs of migrants in their homebase situation.¹/

Housing in Broward County.— The problems which develop as a result of overcrowding in colored residential areas are difficult to evaluate. Housing of adequate nature constitutes a grave problem in Broward County. The fact that it has been considered the major problem for years

¹/Ibid.
indicates that no great progress has been made in finding a solution.

Responsibility for housing.—Government responsibility for housing has been exercised in the past. Migrant camps were operated by the Federal Government in the late thirties. Camps were administered in the middle forties by agricultural extension. A close watch of federal activities in the matter of financing labor camps is warranted since there was a great deal of discussion along such lines at recent congressional hearings. 1/

The Public Health Council of the State of New York has established a Sanitary Code2/ regulating camps. Regulation Six: Housing designates that

(a) Housing shall be constructed in such a manner as to be structurally safe, adequate in size consistent with its use, reasonably easy to keep clean, and have watertight roof and sides.
(b) Lean-tos shall be so constructed and maintained as to exclude rain from the portions of the structure used regularly.
(c) Except where expressly exempted by the authority issuing the permit all structures shall have satisfactory floors of wood, concrete or other suitable material.
(d) Stories, if used, shall be installed in such a manner as to avoid fire hazards and dangerous concentrations of fumes and gases.
(e) All tents, vehicles, buildings and grounds of camps shall be maintained in clean sanitary condition at all times.
(f) Any permanent buildings in which persons are housed shall be provided with ready exit in case of fire. If sleeping quarters are provided above ground floor, at least one outside exit may be required for such sleeping quarters.
(g) Adequate sleeping quarters shall be provided.
(h) Adequate ventilation shall be provided for sleeping quarters, kitchens, dining rooms and mess halls.

The way to better housing has been led in most respects, by large growers and processors. They look at adequate housing from the standpoint

1/Coordinating Committee appointed by Board of Supervisors, 1952.
of happier and better workers and of keeping them on the job, with consequently better returns on investment.

Smaller operators are also acquiring the attitude. More of them are realizing that it is easier to obtain workers where housing is good. Labor turnover is far less where housing conditions are considered adequate.

Recommendations made by the President's Commission on Housing for migratory workers are as follows:

(1) The United States Employment Service may not recruit and refer out of state agricultural workers and Immigration and Naturalization Service not import foreign workers unless and until:
(a) Minimum housing standards must be established on the basis of periodic inspections. These state housing hereinafter provided.
(b) The employer of association of employers must be certified as having housing available, which complies with minimum standards.

(2) Federal minimum standards be established by the Federal Committee on Migratory Farm Labor. These standards, administered through state license systems, should govern site, shelter, space, lighting, sanitation, cooking equipment and other facilities relating to maintenance of health and decency.

(3) Any State employment service requesting aid of the United States Employment Service in procuring out of state workers submit, with such request, a statement that the housing being offered meets the Federal standards.

(4) The Agricultural Extension Service in those states using appreciable numbers of migratory workers undertake an educational program for growers concerning design, materials and lay-out of housing for farm labor.

(5) Grants in aid to states for labor camps in areas of large and sustained seasonal labor demand may be given provided the states agree to construct and operate such camps under standards made by the Federal Committee on Migratory Farm Labor.
(6) When housing is deficient in areas where there is large seasonal employment of migratory farm workers, but where the agriculture establishes transit camp sites without individual housing. These camps should be equipped with water, sanitary facilities including showers, laundry, and cooking arrangements. They should be adequately supervised.

(7) The Department of Agriculture be authorized, and supplied with the necessary funds, to extend carefully supervised credit in modest amounts to assist migratory farm workers to acquire or construct homes in areas where agriculture is in need of considerable number of seasonal workers during the crop season.

(8) States be encouraged to enact housing codes establishing minimum health and sanitation standards for housing in unincorporated areas.

(9) The Public Housing Administration of the Housing and Home Finance Agency develop a rural non-farm housing program to include housing needs of migrants in their home-base situation.

3. Health

Health of the migrant. — Increased recognition has been given recently to the need for a national health program to correct the mal-distribution of medical facilities and care among the people of the nation. In most cases the lack of medical assistance may be attributed to the low economic level of the persons requiring such aid. When there is added to this lack of funds the lack of settlement status by which eligibility for assistance is usually established, the situation becomes even more critical.

A recent study of medical problems associated with transients, conducted by the United States Public Health Service, is perhaps the most extensive yet made of the various health aspects of migration. Other studies relating to the health problems of transiency have been made in particular localities, notably Kern County, California and Cincinnati, Ohio.
When the migrant presents himself as a problem to the welfare administrator, it is because his migration has temporarily failed. It is night shelter, one or two meals, or sufficient gasoline to get the applicant on to the next community. Medical care, however, is costly and usually requires the cooperation of other governmental or private agencies. Nevertheless the cost of administrative difficulties do not reduce the need which the migrant may have for medical aid. He or a member of his family may have been ill at the start of the migration, may have been involved in an accident on the road, may have contracted illness due to improper diet or poor living conditions, or may through his frequent contacts in new communities have been infected with a communicable disease. Both the distress of the migrant and the need for community protection impel the administrator to do something about the situation. What can be done, however, is restricted by community attitudes and resources. Local medical facilities for non-paying patients are usually insufficient to meet the needs of all local residents. While there may be stronger motives impelling the granting of assistance to those non-residents requiring medical aid than those requiring merely economic assistance, there is the additional factor of excessive cost which tends to set up barriers to the extension of such service.

The community fears the sick probably more than it does the able-bodied, though dependent, migrant. The newcomer may be carrying a communicable disease which he is quite likely to transmit to the healthy individuals in the locality. There is always a danger to the community's own public health resulting from the presence of un-met medical need,
particularly when migrant congregate in crowded camps having dangerous water supplies and with little or no sanitary facilities. Consequently community provisions for such non-residents usually include some limited emergency or temporary medical care, despite the fact that the extension of aid may be regarded by some as threatening a continued influx of medically dependent persons. Because of the latter consideration greater efforts are usually made to return to his place of legal settlement the non-resident requiring continued medical care than is the case with well persons.

It has long been the tendency of persons having tuberculosis or other respiratory diseases to migrate in search of what has been considered a more healthful climate. The arid areas of the Southwest have been particularly attractive to such migrants. The problem of providing necessary care for them has been most difficult. The southwestern states have felt little responsibility for granting assistance from their limited resources. No machinery has been established to make it possible for them to be reimbursed by other states for assistance provided to residents of such states. Some federal funds have been made available for the maintenance and improvement of local public health services through Title VI of the Social Security Act, but the funds are inadequate to handle the numbers who flock to these nursing and clinic cares.

According to health authorities, much of the migration to the Southwest because of supposedly favorable climate is useless if not dangerous. The person undertaking such a move should be able to pay for medical care for a long time after his arrival. If it is not possible for him to afford such care, it is recommended by health authorities
that he remain where he is. His available funds are better spent for medical care there than for transportation to some other place. The National Tuberculosis Association through extensive publicity has been trying to discourage the practice, usually followed by charitably inclined local groups, of paying for the transportation to supposedly favorable climates of indigent persons requiring treatment for respiratory diseases.

In addition, others move to new areas because more adequate medical or hospital services are available to them there. One example, may be cited in the movement of transients to the Hot Spring, Arkansas, clinic for treatment of venereal disease. The data compiled by the United States Public Health Service suggest that persons migrating specifically because of illness and a self-recognized need for medical attention will be found to be proportionately more numerous among intrastate migrants than among those who move across state lines.1/

The problem in Broward County.— The living conditions of the migrants contribute to poor health. Crowding a family into a one-room shack, with a filthy privy several hundred feet away makes cleanliness virtually impossible and contributes to the spread of disease. Low income is a cause of insufficient nutrition. Ignorance and fear of medical aid is another factor affecting the poor health condition of the migrant. Inadequate storage space, lack of refrigeration, scant cooking utensils, little time to prepare meals and an insufficient knowledge of nutritional need spell improper diet. Poor health means worker inefficiency, touchy dispositions and low camp morale.

Colds and other respiratory ailments abound among migrants. These

conditions are a menace to their health, to the health of the communities they live in, and to the health of the nation.

Migrant workers are also entitled to all the public health services available to the permanent residents. Although, in some counties the services come directly through the State Health Departments, in Broward County, they are available through the Broward County Department of Health. Among these services are child health clinics, public health nursing services, tuberculosis and venereal disease clinics, health education shows, leaflets and posters.

The Broward County Tuberculosis and Public Health Association also arrange for chest X-rays. These services are available, yet we have very few migrants taking advantages of these services.

4. Prevention of Delinquency

Prevention of Delinquency.—The charge is frequently made that non-residents and transients are criminally inclined, have little respect for the rights of property, and cause increased local expenses for their apprehension, trial, and incarceration. The charges continue to be made in spite of the authoritative studies which have shown these people to be normal individuals who usually differ from the local residents only in the lack of settlement status. It is important to bear in mind at this point that the single, unattached man is not representative of the whole migrant population, but that the group includes numerous families who, in spite of their distress, rarely come to the attention of police officials. The single man, however, because of his usual mode of travel and because of his lack of resources, frequently is apprehended for vagrancy - an almost universal technique followed by local authorities
to rid the town of transients. Incarceration on such a charge is no
evidence of criminality. The fact that the single man often seeks out
the jail on occasion as the only shelter available to him should also
be taken into account.

Juvenile delinquency has frequently been attributed among other
causes to abnormal home life, lack of recreational outlets, lack of
religious education, and lack of economic opportunity. If these causes
do contribute to waywardness among minors, it is apparent that the
conditions under which migrants now live must be modified if adequate
 provision is to be made for the prevention of delinquency among them.
If preventive measures are to be effective, some method of assuring
migrants adequate income and normal community contacts must be devised,
as well as making available to them the services of agencies whose
purpose is the prevention or correction of delinquent tendencies.

The whole problem is bound up with the other aspects of the
relationship between the migrant and the community; and the plans for a
program designed to overcome the problems involved in that relationship
need to be related to the prevention of delinquency.

5. Child Care Center

Child care centers.— There have been several advantages of a child
care center. First a better class of workers is likely to come to a
community where the migrants know that their children will be looked
after while they work. Secondly, if the migrant parents know that their
children are in capable hands during the day, they will be able to work
better and produce more. The center would also eliminate the cases where
infants were being left at home with sisters and brothers who are not old
enough to care for them properly. The farmers would also benefit, since it would eliminate the chance of economic loss to their property incurred by children left alone in the homes.

Another advantage of a child care center is that the children learn habits of health and cleanliness which may in turn be passed on to the other members of the family. In taking care of the children and teaching them various things which are known to members of an average family in this section, but are not known to migrants - such as, how to use toilet facilities - we are educating the migrants of the future.

Through project work which is planned for the children in these centers, incidental learning is acquired by the children. Since many of the teachers have found that migrant children require so much more individual help than others, the center might be a step toward aiding the school. The children would be familiar with group work and would have a better background for school work than they would have now.

This type of child care program is offered by the State of New York Department of Agriculture and Markets of the New York State Federation of Growers and Processors Association. The 1951 budget for field operation totalled $55,875.00 Of this amount the State furnished $44,700.00 and the growers $11,175.00. Parents fees amounting to $2,851.00 were added to the capital fund. All Child Care Centers were subject to inspection, approval and licensing by the State Department of Social Welfare; nursing supervision was provided by the New York State Health Department Service.

During 1951 the program provided 13,800 days of child care. In all, five hundred children enrolled in ten centers. The number of

1/Alonzo L. Walters, Chairman, Report of New York State Joint Legislative Committee of Migrant Labor, March, 1953.
children in the centers varied from twenty to one hundred twelve. 
Ages ranged from a few weeks to twelve or more years. Small units are 
conducted on a combination plan with children of each age group in the 
Child Care Center. In a large unit special room and staff are provided 
for care of infants. Under the direction of the public health nurse, 
a typical baby schedule of feeding, napping and bathing is followed. 

The pre-school group follows a program of indoor and outdoor play, 
mid-morning and mid-afternoon snacks, hot noonday meals, toileting 
and rest. Along with custodial care the children are provided with 
creative play materials, such as clay, blocks and paints. 

The school-age group follows much the same routine as that of the 
pre-school program, except on a higher age level – providing creative 
and dramatic play, including arts and crafts. 

6. Religious Activities 

Religious Activities.— In Broward County the ministers that are 
giving services to these people are limited. There are several, however, 
that are doing outstanding work in helping the migrant with religious 
activities. 

In the instance of the removal migrant — the person making one move 
to take up a permanent residence in a new community — there is usually 
no great difficulty involved in finding opportunity for affiliation with 
the religious denomination of choice and in joining in the activities 
and observances of the group. Even where the move involves a complete 
change of economic and social status, the process of participation in 
religious functions with resident persons of the same denomination is 
not one of difficult adjustment. In considering this aspect of the life
of the constant migrant, however, particularly that of the family engaged in migratory agricultural labor, it becomes apparent that the continuous mobility, the living conditions, and the separation from the life of the community to which he happens to come frequently restrict his opportunities for necessary religious expression and affiliation.

Some effort has been made recently on the part of certain religious groups to establish missions for migrant workers, but these have been extremely limited. The Council of Women for Home Missions has been directing attention to these activities and has also urged local groups to try to bring to their services the people who live in migrant camps. Itinerant preachers sometimes conduct services where migrants congregate.

Objection has been raised to the practice of certain local groups of establishing separate mission churches for migrants where it would be possible for them to have the non-resident join with them in their regular services. The failure to work toward a joint religious min- istration to both migrants and residents has sometimes been attributed to local prejudice, and such groups are accused of using the mission technique to avoid the supposedly unpleasant or dangerous contact with "people of the road."

Family and child welfare.— The effect of migrant life upon children has also received too little attention. Some of the questions that need to be answered are:

Does constant family migration tend to develop children who cannot "stay put"?

Does it make it easier for children to break away from family life?

Does constant migration tend to increase family discord?
What effect on personality results from the lack of religious, recreational, and other community contacts as well as from the abnormal home life of the children?

It should be noted that the community services of family and child welfare agencies, with their experienced workers concerned with family problems, are usually not available to migrants. In urban areas where the Travelers' Aid Society is prepared to offer case work assistance, the effectiveness of the available service is increasingly handicapped by the lack of adequate community support for such service. The report of the Department of Labor says:

Community-chest executives in many cities have been faced with difficulties in getting their boards of directors and the public to realize the importance of giving care to non-residents as well as to residents. In most instances the community-chest authorities have not succeeded in having their funds extended to include this care. Where a community has consented to make an allocation of chest funds for transient relief it has done so very sparingly, and the result has been inadequate material assistance and service and frequently very definite restriction to emergency cases.

In stressing the desirability of migration for economic and other reasons, it is possible to lose sight of the advantages of stability which may be sacrificed when people move. Removal migration can, of course, be made to result in a desirable adjustment of population to economic opportunity with advantages to both migrant and community, if the difficulties of fitting family life to the new community can be overcome. Frequently, however, the change is just as drastic as that faced by the foreign immigrant. Yet little effort has been directed to planning for adjustment of the migrant family to the new community whereas there are many agencies concerned with such adjustments for immigrant families. In the "constant migrant" family the losses in family life resulting from a pattern of continual movement may greatly

outweigh the advantages of mobility.

The low average yearly earnings of migrant families are in themselves a force destructive of normal family life, but when this lack of economic security is combined with the other disintegrating forces it can be seen that continuous mobility under present conditions is truly a threat to the development of good citizens.

The importance of having roots in community has frequently been stressed by students of the family. Such roots are valuable because — among other reasons — they impose obligations without which the individual may not develop into a responsible citizen. Migrants, constantly on the move either because of the call of the next possible job or because of the pressure of the community in which they happen to be, repeatedly sever whatever social ties they may form during their brief stops.

The advantages of mobility may, therefore, be outweighed by the disadvantages to families, communities, and to the nation, growing out of the discord of mobile family life, the lack of roots in communities, and the lack of service to such families by existing agencies.

A Proposed Educational Program To Meet the Needs of Migrant Children Who Enroll in Broward County Schools Each Year. — The County School System should plan for necessary education, both general and vocational. The extension of employment service to direct migrants to job opportunities would, through its stabilizing influence and through the prevention of wasteful movement, also tend to keep children in school for longer periods. Likewise the development of the recommended subsistence homesteads for migrant agricultural workers would serve to allow the children of such workers to remain in one community and use its
educational facilities without interruption.

Even without federal aid, states and localities should be able to do much to bring educational opportunities to migrants. Provision of special schools such as those operating in California could be established where needed, although it would be better to make it possible for non-resident children to attend classes with residents. Care should be taken, however, to see that such schools maintain at least the standards prevailing in the local programs in regard to hours, courses, equipment, and personnel. Either with or without such special schools for migrant, local authorities can make sure that compulsory school attendance laws include migrants and that these laws are enforced.

The Advisory Committee on Education has recommended a program of federal aid to states for educational purposes. The recommendations include not only aid for elementary and secondary education, but also supplementary funds for training educational personnel, for construction of school buildings, and for state departments of education. A further recommendation of the Committee, and one which is particularly important in its relation to migration, is that of federal aid for programs of vocational education.¹/

The National Child Labor Committee has recommended that "there should be federal subsidies to the states for the education of migrant children." In amplifying this recommendation the Committee states:

Inasmuch as many states have a migrant population from other states far in excess of their need for labor federal assistance is obviously justified. Such aid should not however relieve growers, processors and land promoters responsible for this burden from their share of the costs and tax loads. Federal

¹/Advisory Committee on Education, op. cit., pp. 85-95.
grants for migrant education should be predicated upon a requirement that educational facilities for migrant children should be equal to those available for residents.\textsuperscript{1/}

While it may be desirable as a means of bringing educational advantages to migrants, this recommendation has two possible dangers: (1) it would separate migrant children from local residents, thereby encouraging the unnatural distinction between the groups and at the same time, by establishing a special classification, would make comparatively easy the discontinuance of such aid; and (2) while such wide disparity now exists in regional educational standards for resident children it would probably be better to work for greater uniformity of standards for all. To overcome these difficulties the recommendations of the Advisory Committee on Education seem preferable, since they would tend to raise standards through federal aid to the educational programs for all children. Provisions must be made, however, to fit the migrant child into the educational program thus improved.

A further recommendation of the National Child Labor Committee which deserves immediate action is as follows:

An immediate survey of migrant education by national specialists in the field of curriculum should be followed by broad experimentation to determine types of schooling best adapted to modern conditions and formulated to meet conditions peculiar to migrancy.\textsuperscript{2/}

\textbf{Housing.}—The housing facilities provided by growers and by owners of tourist camps could also be improved through local and state legislation. The enforcement of such standards as might be adopted through this type of legislation would, of course, require adequate staffs of


inspectors. The experience of state and local authorities in the regulation of shelter standards for community protection provides a pattern which might be followed in extending such regulations to the facilities used by migrants.

Housing as it affects the migrant has been the subject of numerous proposals. The United States Housing Authority believes that it is making a contribution to the solution of the migrant problem since, "By providing decent, safe, and sanitary dwellings for families of low income throughout the United States it will assist in drying up the flow of migrants at its source."1/

The increasing development of housing authorities and city planning bodies may serve to prevent the extension of slum areas resulting from an influx of need non-residents whose circumstances force them to seek the lowest possible rentals.

Expansion of the various programs of the Farm Security Administration has been recommended, including the building of both mobile and permanent camps for migratory agricultural workers, promotion of subsistence homesteads, development of cooperative enterprises, and resettlement of migrant farm families on lands feasible of cultivation. In commenting upon the housing aspects of its program the Farm Security Administration has said:

In general, the housing program of the FSA has been pushed as rapidly as funds and planning would permit, but at the present time is drastically limited by lack of authorization to extend funds for the purchase of land.2/

2/Ibid.
The Administration has noted that its experiments in providing decent housing facilities for migratory agricultural workers have already influenced certain of the growers to improve the quarters provided by them for their seasonal help, indicating that it is not only better for the migrant, but that it is also "good business" to improve the living conditions of the workers.

Although it is possible for local authorities to develop better housing accommodations for migrant workers, "The (United States) Housing Authority officials question whether dwellings constructed with their aid can be built to rent for the very small amounts which the migratory worker can afford from his low earnings, and whether this more or less continually moving group would provide enough year-around tenants to supply economical operation."\(^1\) In this connection, Jones in his study of transients and migrants, he said:

Counties may establish county housing authorities according to the provisions of the Low Cost Housing Act passed in 1938 extra session of the California Legislature. Under the powers granted to local housing authorities (1) to demolish, clear or remove buildings from any slum or blighted area and (2) to provide decent, safe and sanitary urban or rural dwellings for persons of low income, agricultural counties could undertake the construction and maintenance of housing facilities for resident and migratory agricultural laborers. The housing authorities are authorized to issue revenue bonds to be secured by the housing projects. The United States Housing Authority may lend a local housing authority up to 90 percent of a project's cost. Only 10 percent of the costs would have to be raised through local financing. The property of housing authorities is exempt from taxes and assessments, but they are empowered to make payments to governmental units in lieu of taxes. No county with a large number of agricultural laborers, except Los Angeles, has created a housing authority. None of the four county housing projects in Los Angeles County are designed for agricultural workers.\(^2\)

---

1/\textit{Ibid.}

Health.— The proposal for meeting the health needs of migrants in Broward County would be to integrate the approach to this problem with that taken in providing health services for residents. Provide a satisfactory system of medical care for needy residents in all the communities.

In its testimony before the Special Senate Committee on Investigate Unemployment and Relief, the Committee on Care of Transient and Homeless made the following proposal:

Under the Social Security Act there should be provided adequate appropriations to the United States Public Health Service for grants-in-aid to State departments of health to furnish medical care and diagnostic and treatment service to all needy persons, including the non-resident. This would be especially effective in controlling communicable disease.

Prevention of delinquency and family and child welfare.— Local provision of family and child welfare services, and programs designed for the prevention of delinquency, should be available to non-residents as well as residents if the community is to protect itself from the costs of neglect in these areas. It has been seen that the migrant is singularly disadvantaged in his relations with the community because of the short duration of his stay, his low economic status, and the suspicion and fear with which he is regarded by local residents. One of the major activities of family agencies is to help in the adjustment of individuals to their environment, both within the family circle and in community relationship. Similarly, group work activities are effective in building a better citizenship. Although some additional support for private agency programs would be necessary to extend these services to

1/ U. S. Senate, Federal Aid to Education Act of 1939.
the families of migrants, the increased expenditures involved would not be great for any community if all carried their share.

Child care centers.— With respect to this problem, the needs of agricultural migrants may be partially met through the extension of the Farm Security Administration's camp, but a more normal contact with the local residents is necessary if such programs are to be completely effective. The artificial distinctions between migrants and local people which develop from segregation need constantly to be guarded against. An interesting recommendation with regard to the recreational needs of migrant children was recently made by the California Congressional delegation when it suggested that local boys' and girls' work organizations should make a concerted effort to bring the children of migrants into their activities. It is to be hoped that this recommendation will receive the support of such organizations and that other attempts on the part of community groups will be made to include the migrants in their activities.

Religious activities.— Develop in Broward County a program of religious instruction for migrant children through nursery centers established with the camps. Bring further religious participation to migrants. Local congregations have opportunities to serve these people. Learning to know the migrant and his problem would lead them to extend a heartier welcome to the newcomer and would do much to overcome the feeling which many non-residents have of being outcast deprived of all normal community ties.
Summary.—Education is an area which is most sadly neglected in the migrant's life. He is so compelled by financial pressures that his children are brought at an early age to the fields to work. Due to his parents lack of education the migrant child does not get the parental guidance and help that is most seriously needed. Surveys have shown that large numbers of migrant children who have reached the age of twelve have never attended school. Changing schools and irregular attendance are two factors that prevent normal educational growth of these children.

Generally speaking, housing is very inadequate with proper sanitation lacking in most areas. Good housing has been a factor in securing and retaining the better type workers. The way to better housing has been led in most respects by larger growers and processors. Strict codes for housing must be adhered to and continuously investigated by responsible experts to insure the best possible standards.

The responsibility for providing for housing rests with the employer, worker and community. The state and the Federal governments also have a large share of the responsibility for providing adequate housing for migrants.

The problem of providing necessary care for the migrant has been most difficult. Increased recognition has been given recently to the need for a national health program to correct the maldistribution of medical facilities and care among the people of the nation. In most cases of the lack of medical assistance may be attributed to the low economic level of the persons requiring such aid. Where there is added to this lack of funds the lack of settlement status by which
eligibility for assistance is usually established the situation becomes even more critical.

A recent study of medical problems associated with transients, conducted by the United States Public Health Service, is perhaps the most extensive yet made of the various health aspects of migration. Other studies relating to the health problems of transiency have been made in particular localities, notably Kern Count, California and Cincinnati, Ohio.
CHAPTER IV
THE PROVISIONS OF ASSISTANCE

1. Labor Laws

The Child Labor Law forbids any child under the age of fourteen to work on the farms except the home farm where a minor may legally work at the age of twelve. Fourteen and fifteen year old minors must have farm work permits. These are issued by the local department of education.

Labor laws. — The Federal Labor Department is responsible for the enforcement of three laws relating to labor on farms.

The Migrant Registration Law passed in 1946 was designed to regulate and improve the living and working conditions of migrants. Under this law, any person who brings or is responsible for bringing ten or more migrants into the state must register with the Industrial Commissioner. He must also furnish information on wages, hours and general working conditions. Copies of the registration must be given to all workers and kept posted on the premises. The Industrial Commissioner is required to furnish registrants with current information on Workmen’s Compensation and Employers’ Liability.

The Labor Department carried on an educational program about the enforcement of a child labor law. Graphic posters urging minors to get their working papers were distributed widely. Investigators from Division of Industrial Relations, Women in Industry and minimum wage representative from the Department of Education visited the schools and explained to teachers, certificating officers and to the pupils, the reasons for farm work permits. In addition to distributing leaflets, newspaper
publicity, radio, television and speeches were widely used. The educational program also included information about the Wage Payment and Migrant Registration Laws.

Possession of such permits means that a minor is at least fourteen years of age and has been examined by a physician, and found well enough to work on a farm. Minors were urged to get their work permits before school closed so that there would be no delay in taking jobs on farms. Children who came into the state as migrants also had to secure farm work permits from the school districts where they planned to work. These minors were required to bring with them evidence of age. Experienced investigators from the Division of Industrial Relations, Women in Industry, and Minimum Wage representatives visited farms throughout the state to check on compliance. If violations were found, the employer was told what he had to do to comply with the law. He was warned that another visit would be made in the near future. If, on the second visit, it was found that the laws were still being violated, the employer was requested to appear at a calendar hearing at the nearest district office of the Labor Department. There, the assistant Industrial Commissioner once more discussed the violation and warned that if the violations were not corrected, prosecution would follow. Since most employers were cooperative, very few prosecutions resulted. Each year, improved compliance with the three labor laws was observed.

The Settlement Laws.— The community at large feels little or no responsibility for aiding the migrant and fears the consequence of extending help. The newcomer doesn't "belong"; he has made no contribution to the community; he may become a permanent charge and a drain upon its
resources.

If aid is given to him, it may mean that less assistance can be granted to local needy persons; other migrants may be attracted; and not only may the burden of relief become excessive, but community standards may be threatened.

This negative local attitude toward the non-resident finds legal expression in the settlement provisions of the welfare laws of the various states. These provisions fix the responsibility of local governmental jurisdictions for granting certain forms of assistance and service to local citizens and define the terms of residence by which applicants become eligible for these benefits. In their older forms they are a part of that body of legislation commonly known as the poor laws. These old laws, still operative in most states as a basis for determination of eligibility for general relief, were derived from the English code1/ of three centuries ago and were brought over by the colonists as a part of the heritage from the mother country. While these provisions fix the responsibility of local governmental units for giving certain types of care to persons who have legal settlement, they serve—by a reverse application of the principle of responsibility—to exclude from care most of those who do not so qualify.

Despite their common theme of restrictiveness, the settlement provisions in the laws of the various states differ widely according to local custom or historical development. For the most part they provide that a person must have resided for a certain period of time in a local community without receipt of relief in order to gain a settlement—a

necessary prerequisite for continued assistance paid for from local funds. They stipulate how such a settlement may be lost and establish regulations regarding the effect on marriage, desertion, divorce, death, and other factors on settlement status.

The Act provides that the states, to receive federal aid for these programs, must not exclude from benefits anyone who has resided in the state for the following specified periods:

- Aid to the blind - five years during the nine years immediately preceding application, the last year continuously
- Old age assistance - five years during the nine years immediately preceding application, the last year continuously
- Aid to dependent children - one year immediately preceding application. A child born within the state within one year immediately preceding application is eligible if its mother has resided in the state for one year immediately preceding its birth.

Since these provisions in the federal law tend to fix the pattern of eligibility for the categorical benefits of the state security programs, they serve the interests of the intrastate migrant by releasing him from the more stringent residence restrictions of the poor law.

Free movement of persons within a state is allowed, within the time limits set by the Act or by more liberal state provision, without loss of eligibility for these categorical aids. Restrictions on interstate movement, however, have been increased rather than reduced by the Act.

Social workers have long recognized the injustices connected with the settlement restrictions on public aid and have proposed remedies ranging from their modification in the direction uniformity to complete abolition. Meanwhile various states, faced with what they fear would grow to be an intolerable burden of relief costs, have resorted to
increasing the length of time required to gain settlement or have imposed other restrictive measures on its acquisition. This tendency has been much in evidence since the abolition of the Federal Transient Program; and even during the 1939 state legislative sessions a number of states, including Colorado, Illinois, Indiana, Kansas, and Minnesota, raised the residence requirements for gaining settlement. In addition, increases were proposed, but not enacted in many other states. Additional restrictions have been imposed by stipulating that the receipt of relief from private funds may prevent a person from acquiring settlement.

Most studies of the migrant problem show that persons move regardless of settlement requirements or the availability of relief in the places to which they come. Few migrants know of the existence of settlement laws until they discover, upon application, that they are ineligible because of them. Various economic stimuli act to make migration desirable and restrictive measures prove of little effect in curbing it. Attempting to overlook the problems of needy persons by excluding from necessary public aid provides no solution to the problems of migration; indeed, it only serves to aggravate them.

Public Assistance.—Public assistance in the United States is granted to those eligible for it through a variety of programs. These include:

- Relief work on public projects for the needy, able-bodied unemployed
- Grants of special assistance to the needy aged
- Grants of special assistance to dependent children
- Grants of special assistance to the needy blind
- General relief to those not qualifying for special forms of aid
Care in institutions, congregate shelters, camps, and foster homes.

In addition there are related programs such as those of the Civilian Conservation Corps, National Youth Administration, and Farm Security Administration.

These rather distinct forms of public assistance are financed and administered in various combinations by the several levels of government — federal, state, county, city, and township. The relief work program is largely federal, although local communities contribute to its cost in varying amounts. The old age assistance program rests on a basis of state authorization and receives state financial support in all jurisdictions, although federal aid meets about one-half of its total cost and local communities share in both cost and administration in a number of states. Likewise, aid to dependent children and to the need blind are state-wide programs — not operative in all states, however — in which both the federal and local governments participate. General relief is largely a local responsibility, although in many jurisdictions the state government assists with grants or reimbursements of funds and in some has relieved the locality entirely from its obligation to provide certain forms of unemployment relief. The federal Farm Security Administration likewise has taken over a part of the rural relief burden in a number of agricultural states.

Out of this welter of provision for different groups of the population one fact emerges clearly; the migrant or non-settled person is almost completely excluded from benefit by his failure to qualify under the settlement or residence restrictions written or interpreted into most of the programs.
The Farm Security Administration has been deeply concerned with the problems of migratory agricultural worker, particularly in the western states. Grants and loans have been made available to immigrants from the drought states, but the Administration has been opposed in attempts to render direct relief to many migrants. It has done much, however, to demonstrate the advantages of better living conditions and better medical care. Camps for migratory laborers have been established in the West Coast states and are not being developed in certain southern states. Direct relief is not available through such camps, but decent housing and sanitary facilities as well as opportunities for community activities have been provided. There have also been a few experiments in establishing migratory workers on subsistence homesteads and in cooperative ventures. The Administration has provided funds to support an organization in California known as the Agricultural Workers' Health and Medical Association. This Association has brought to migrants the services of doctors and nurses and has given some direct relief through food orders in cases where malnutrition was serious.

The United States Public Health Service has made grants to states for public health work and, particularly in the treatment of venereal disease, has stipulated that migrants be accorded the same privileges for treatment as are given to residents.

Care by Private Agencies.—— During the latter half of the nineteenth century and up to 1929 there was a rapid growth of private charitable societies in America whose voluntary nature made it possible for them to undertake to assist the needy with supplementary or special forms of aid. Missions sprang up in all the large cities, with overnight accommodations.
for the homeless; privately supported shelters were operated on a free or low-cost basis; and family societies undertook to extend their services to the non-settled as well as to the settled family in need, so far as their resources permitted. Later came the Travelers' Aid Societies whose purpose and program have been one of assistance to people away from home. The Salvation Army, Volunteers of America, and the youth service organizations entered the field of shelter care for the applicant whose lack of settlement made him unwelcome at the office of the public poormaster.

These non-governmental agencies have always been responsive to local sentiment, however, in much the same degree as have the public officials, and their programs of care have reflected to some extent the predominant local view that strangers should not be helped with any considered appropriate to maintain woonyards for "work test" purposes and for the deterrence of applicants. Duration of care was limited sharply, with advice given after a few hours or days to move on to some other locality or to "go back home." Frequently transportation was paid to induce the applicant to leave. Abuses in this latter connection led finally to the drafting of an inter-agency Transportation Agreement which has been observed by many public as well as private agencies.  

In most communities today, when public agencies fail to accept responsibility for care to non-residents, it is the private agency which is called upon to provide the needed service. The care which these agencies can give, however, is limited by their restricted budgets. Salvation Army shelters or missions or various kinds are frequently the

---

only resources available. The facilities of these agencies are usually taxed to meet the demands of local homeless persons, but a few beds may be set aside for the non-settled. Time limitations are necessary under such conditions, and a passing-on system results. Travelers' Aid Societies are looked to for service to travelers and other non-residents, and frequently it is through them that referrals are made for shelter and food to other private organizations.

Community leadership in working toward programs of care for non-residents is often given by Travelers' Aid executives. The techniques of intercity service and short contact case work which have been developed by this agency are of great value in the necessarily rapid handling of non-residents cases. Red Cross chapters are frequently called upon to assist non-residents, particularly in rural areas where Travelers' Aid Societies do not exist.

Care provided by private agencies may be limited not only by lack of funds for private work, but also by community chest policies, rooted in public feeling, by which allocations may be denied to agencies for service to non-residents. Justification for such policies is usually made on the grounds that (1) the funds are donated by the public to meet resident needs, (2) extension of aid will encourage others to come, and (3) persons may acquire local settlement and thus become public charges during the time they are supported by private funds.
CHAPTER V
SUMMARY AND CONCLUSIONS

1. Summary of the Thesis

Summary.-- If we hope to improve the lot of the migrant, we must improve the education we give his children. We do not want second class citizens, so we should not educate these people in a second class manner. The migrant must be taught his responsibilities and realize the full opportunities that are offered citizens of the United States. Education will go a long way towards improving relations between the migrant and the community. Education can open a world of opportunities to migrants, who know nothing but a semi-slave existence.

The migrant child presents a problem to the educational agencies of our country. He is rarely in one area long enough to receive adequate training to prepare him for life. When he transfers, the necessary information concerning his academic standing is rarely available to his new school district. Due to constant interruptions, his education is of an inferior nature. The child rarely receives the parental encouragement to do school work. Usually he is groomed to the occupation of his parents. His home is usually not conducive to learning. As a result of his migratory life he is generally much older than his classmates and hence feels self-conscious about his inability to cope with them academically. The result of all this is usually an eagerly awaited opportunity to make an exit from school and its many problems.

Immediate economic betterment is also a strong motivating force which encourages the migrant child to leave school as soon as possible,
working gives the migrant child a feeling of independence. When he realizes that because of an apparent educational deficiency he is not equipped to do any other type of work, he faces the inevitable and remains a migrant.

The migrants have a great role to play in housing. They should show that they are more than ready to maintain and improve the housing that has been made available to them. They should make every effort to make employers realize their responsibility in providing adequate housing with a rental that is within the income bracket that the migrants are placed. The well known adage that "Education begins in the home," should provide the incentive to all groups to make sure housing is adequate for the migrant and this insure a firm educational foundation for these American citizens who play such a vital role in the nation's economy.

The task of placing the responsibility clearly on any specific group completely is obviously impossible. Most people accept the fact that poor housing is the cause of many delinquents, juvenile or adult. Many also are aware that education and health standards are jeopardized basically because of poor housing. Many accept the importance that housing plays an important part in the complete development of any individual yet a greater number of responsible people will not in any way try to raise the housing standards for the migrant. Thus, second class citizens are continuing to produce from houses that some animals would hesitate to enter.

It appears that there are sufficient rules, regulations and standards governing the health of migrants, but enforcement and administration is quite another matter. The migrants must be orientated in proper health
habits. The employers must be made to realize that they have a moral obligation to improve the health conditions of migrants. From purely an economic viewpoint, the employers should realize that improved health for the migrant should mean increased production and greater profits. However, if employers are motivated solely along economic lines, health standards and conditions will never receive the total attention and encouragement they deserve. Health is one of the greatest gifts of all. It is a blessing that cannot be bought in the strict sense of the term, but it can be easily jeopardized by a negligent society which will not accept its moral responsibility.

**Education recommendations.**—1. The Federal Committee on Migratory Farm Labor, through the cooperation of public and private agencies, including the United States Offices of Education, State educational agencies, the Material Education Association, universities and the American Council on Education, develop a plan which will provide an adequate program of education for migratory workers and their children. This may include Federal grant-in-aid to the States.

2. The Agricultural Extension Services, in fuller discharge of their statutory obligations to the entire farm population, provide educational assistance to agricultural laborers, especially migratory workers, to enable these people to increase their skills and efficiency in agriculture and to improve their personal welfare. The Extension Services should also give instructions to both farm employers and farm workers on their respective obligations and rights, as well as the opportunities for constructive joint planning in their respective roles as employers and employees.
3. The Agricultural Extension Services should expand their home demonstrations work to supply the families of farm workers, instruction in nutrition, homemaking, infant care, sanitation and similar subjects.

Analysis of President's Report on Migrant Labor.1/ One of the meetings of the Interdepartmental Committee was devoted to a discussion of the recommendations contained in a report of the President's Commission on Migrant Labor.

A review of the report showed that of the fifty-six recommendations made, fourteen are definitely in the field of state activity. One can be classified as miscellaneous and forty-one require federal action to implement them nationally. Of the forty-one requiring federal action, thirty-five can be done only by the federal government, the remaining six are presently being carried out in the State of New York.

Of the fourteen recommendations within the field of state activity, nine are being carried out in New York State. One relating to Mexican Labor does not apply here, and more than two of the remaining four would prove feasible in this state.

The Interdepartmental Committee felt, therefore, that the report of the President's Commission would not have as great an import upon New York State's program for migrants as it will in many other states. The report contains a wealth of valuable data and is well presented. Already, it has proved to be of great value as a stimulus to better thinking on this subject and as an incentive for all states to do a better job on the migrant problem.

Health recommendations.— The Public Health Service Act be amended to

1/New York State Interdepartmental Committee on Farm and Food Processing Labor, Report, 1951.
provide, under the supervision of the Surgeon General, matching grants to States, to conduct health programs among migratory farm laborers to deal particularly with such diseases as tuberculosis, venereal disease, diarrhea and dysentery and to conduct health clinics for migratory farm workers.

**Housing recommendations.** -- Housing must be inspected regularly and meet with Federal Standards.

The Department of Agriculture be empowered to extend grants made to state labor camps provided the standard requirements are met.

When housing is deficient in areas where there is large seasonal employment of migratory workers, but where seasonal labor is of short duration, the Department of Agriculture establish transit camp sites without individual housing. These camp sites should be equipped with water, sanitary facilities -- including showers, laundry and cooking arrangements. They should be adequately supervised.

State should be encouraged to enact housing codes establishing minimum health standards and sanitation standards for housing in unincorporated areas.

Public housing administration of the Housing and Home Finance Agency develop a rural non-farm housing program to include housing needs of migrants in their home-base situation.

**Child Labor Recommendations.** -- 1. The 1949 Child Labor Amendment to the Fair Labor Standards Act be retained and vigorously enforced.

2. The Fair Labor Standards Act be further amended to restrict the employment of children under fourteen years of age on outside of school hours.
3. State child labor laws be brought to a level at least equal to the present Fair Labor Standards Act and made fully applicable to agriculture.

4. The child labor provisions of the Sugar Act be vigorously enforced.

Coordinated Governmental Effort.—Inherent in the problems discussed is the need for concerted public action on and between all levels of government. At the federal level, particularly, is governmental participation and leadership called for. Just as the interstate aspects of commerce are too complex to be left to the control of localities and states, so the problems of interstate migration transcend the states' ability to deal with them. The advantages of mobility are likely to be impaired by unwarranted local restrictions unless a national policy for migration is devised.

The very complexity of the problem stands in the way of immediate acceptance of the indicated federal responsibility. Numerous departments, bureaus, and administrative divisions find that population mobility has some bearing on their work; some have made studies of various aspects of the problem; others are becoming more and more concerned with the difficulties involved. Yet the lack of coordination prevents an unified approach and effectively discourages the development of a comprehensive program.

A further suggestion for a coordinating and program-planning body has included not only the executive branch of the government, but the legislative as well. This suggestion calls for a joint committee consisting of Congressional representatives to be selected by Congress and
personnel from the executive departments concerned with migration to be appointed by the President. The fact-finding powers of Congress and the prestige of Congressional action would thus be focused on the problems of interstate migration.

Whatever type of coordinating body is employed, it must have adequate staff and must receive the full cooperation of the agencies having an interest in the problems of migration. It would seem desirable that the responsibility for long-range coordinated planning be established by a Presidential executive order or by a less formal executive memorandum.

Not only on the federal level of government is there need for coordination of agencies concerned with various phases of migration; there is an equal diversity of agencies operating within the various states - agencies which should work together to improve the condition of migrants within the state borders.

**Coordinated Volunteer Effort.** — Voluntary organizations likewise have a responsibility for coordination of effort in this field. In addition to clearing among themselves the results of their own experience with migrants they would presumably be prepared to assist government in its search for a sound national policy.

Since the problems connected with population movement make themselves felt throughout the entire scope of social interest and practice, an exhaustive listing of the voluntary agencies concerned would include practically all national organizations devoted to social welfare, health, housing, labor, and similar subjects.

Local and state bodies of such organizations as the American Association of University Women and the National League of Women Voters
have shown interest in the problems of the migrant. In California the League of Women Voters has conducted an extensive survey of migratory agricultural labor.

**Joint Planning.**—With the establishment of federal responsibility for coordinated, long-range planning toward a national policy for migration, an imperative first step will have been taken. To assist in these developments, the focusing of private interest through some such organization as the former Council on Interstate Migration is also necessary. Bringing the public and private agency groups together for joint planning would eventually result in benefit to all concerned—the migrant, the community, and the nation as a whole.

**Other recommendations and suggestions:**

**Public Action.**—The Federal Interagency Committee has reported on public action as follows: "It is recommended that local, state, and national citizen action be encouraged and stimulated by the dissemination of information in a form which can be used by civic, labor, church and educational agencies toward the end of mobilizing the intelligence and conscience of a wide group and as many groups as possible for a progressive attack on the problems of migrant workers."

Efforts of this sort should encourage legislation and help migrant workers and their families become a part of the communities where they work. The communities should be informed of the economic importance of the migrants in their areas. The migrants not only benefit the farmers and related agricultural industries, but also increase the business of local merchants. The characteristics of the migrants in the area should be familiar to all. The community should realize that it has a
responsibility for acting in furnishing services which the migrant require.

Family life and rights of children.— It has been recommended that studies be made on the influence of migrant on family life and the effect of this migration on child development. The Federal Committee recommended that the results of such studies be given the widest publicity and that definite action be taken to safeguard and protect the rights of children and family life. Parental care is lacking in some measure whether the family migrates with the children so that both parents are able to work, or whether the head of the family migrates while the family remains in one place. By studying the problems of migrant families and promoting public action on these problems, we will help safeguard the rights of these children by promoting a more wholesome family life.

Child labor and education.— The existing rules and regulations should be strictly enforced. Many states have the necessary legislation but do not see to it that the laws are adequately enforced. State aid should be provided on the basis of school attendance to assist local districts which enroll migrants in making available for them special services, reserve staff and transportation facilities. The Federal Interagency Committee on migrant labor has supported, "Developing and installing state wide systems of child records and accounting, to include permanent and accumulative school records for every child, an orderly and uniform system of enrollment, dismissal, follow-up, work and similar non-attendance permits, reenrollment, the sending of high school transcripts, and a record of final educational status of the child." Procedure should be established whereby copies of the child's school record are sent to each school district he enters and to the State Department
of Education. A uniform program should be worked out between the states in which the same groups of migrants are employed throughout the year. It has been the experience of teachers to have a child enrolled in a class with no previous record of the child's education available for the teacher's use. A uniform program for providing the necessary information on migrant children to each school they enter would alleviate this problem.

Conclusion. We can conclude from a study of available material that:

Migrant children have not received satisfactory education.

Migrant parents do not possess the necessary academic background to advise their children along educational lines.

Migrants' housing is of an inferior standard.

Migrants for the most part have not assumed their responsibility for maintaining and improving housing that may be considered adequate.

Housing and sanitation codes enforced by government agencies have improved the migrants' living conditions.

Provision of suitable housing permits the owner to be more selective in his choice of migrants.

Superior type migrants tend to return to farms where excellent housing has been provided.

A definite lack of privacy is a serious fault in most housing units provided for migrants.

Migrants are considered second class citizens in many communities.

Migrant workers are less healthy and are more inclined toward illness than any other segment of the population. Health facilities though improving do not fulfill the need.

Poor diet has many times resulted in malnutrition cases.

Economic pressures as well as time presses do not allow migrants to prepare adequate meals.
Wages paid to migrants are far below average standards. Migrants are not fully accepted by most communities. Seldom is refrigeration provided, yet all of us consider this a necessity in our own homes.

In conclusion it should be stressed that the migrant problem cannot be solved immediately or by any one method. Many of the problems need to be investigated more thoroughly and accurately by competent agencies, before any definite action can be taken on them. It should also be remembered that any projects which are undertaken will have to include long range planning and comprehensive programs.

Further Study

Educational Implications. We have in the study of the migrant labor problem an area which has far reaching education implications. We learn that we have a large number of people who have been treated as second rate citizens. A group whose constitutional rights are sometimes flagrantly disregarded. These people are not fully accepted in most communities. Their children because of economic pressures are not attending school regularly. Very seldom do migrant laborers' children graduate from high school, hence, we are perpetuating a class of people that are not able to adjust to changing occupations and other living adjustments. Children of migrants are not, for the most part, accepted by their fellow classmates. These conditions should not exist in a democratic society. A study of the migrant labor problem certainly would be most valuable in social studies classes in high school in order that our children become acquainted with the hardships and disadvantages that migrants live under.
Need for further study. — There is a great need for further study of the migrant problem. Information may be gathered and long range plans drawn up which will benefit this total group. To learn more about this problem is not only a moral obligation, but also an economic necessity. Specific studies should be made to determine what similar difficulties are found in camps in other areas. Follow-up studies should be made to determine if the community attitude toward the migrant is improving. Efficiency studies are needed to find out if this labor supply is being wisely used. Study in the whole migrant field seems to have been neglected. It presents an area where social work is most definitely needed.
APPENDIX

State Of New York

The Pilot Summer Schools For Migrant Children.—The summer school project was conducted in New York State during the summers of 1956 and 1957 as result of the recognition of the special needs of the children of migrant workers. The operation of these schools provided a rewarding and stimulating experience for those persons who played a part in the success of the project.

The summer school project for migrant children would not have been possible with the approval of Governor Harriman and the Legislature.

The third year of operation of the schools for the children of migrant parents followed rather closely the pattern of the previous two years under the pilot plan for such a project. The legislative appropriation of $10,000 was, however, sufficient only for the operation of two schools under the terms of the bill.

Since some seven to eight areas were interested in operating a summer school for migrant children, a choice had to be made. Due to the fact that such a school had been operated at North Rose Central School for one year (1957) and the school authorities had requested a second year, one center was allotted to that school. Albion, which had had a center for two years - 1956 and 1957, was willing to have another school share this experience. Since Red Creek and Hannibal schools both requested such a school and funds were available for only one more center, it was decided to set up
a school which would serve both Red Creek and Hannibal. The second center was then located at Fairhaven, approximately seven miles from Red Creek and ten from Hannibal. It should be pointed out that Hannibal had done considerable work with migrant students on its own initiative in previous years. Fred Durbin, elementary supervisor, North Rose Central School, headed the North Rose project for the second year. George Bidwell, citizenship education teacher, Red Creek Central School, served in a similar capacity at the Fairhaven migrant center.

Both centers enjoyed the modern facilities at Fairhaven and North Rose. These included classrooms, libraries, gymnasiums, clinics, cafeterias and outdoor playgrounds. Transportation was also provided the pupils. The staff serving the pupils included classroom teachers, assistant teachers, art and music teachers, cafeteria workers, school nurse, physician, custodians and a supervisor. In short, the migrant pupils used the same facilities of the regular session and were served by the same personnel as served the pupils during the regular school session.

The registration for the two centers as shown in the respective statistical reports was as follows:

<table>
<thead>
<tr>
<th>Center</th>
<th>Registration Days Attendance</th>
<th>Aggregate Days Attendance</th>
<th>A.D.A.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Fair Haven</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>39</td>
<td>744</td>
<td>25</td>
</tr>
<tr>
<td>Intermediate</td>
<td>20</td>
<td>474</td>
<td>16</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td>59</td>
<td>1218</td>
<td>41</td>
</tr>
<tr>
<td><strong>North Rose</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>22</td>
<td>501</td>
<td>17</td>
</tr>
<tr>
<td>Intermediate</td>
<td>17</td>
<td>361</td>
<td>13</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td>39</td>
<td>882</td>
<td>30</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>98</td>
<td>2100</td>
<td>71</td>
</tr>
</tbody>
</table>
It was not expected that the percentage of attendance would equal that of the regular session. Many factors were involved. In spite of the publicity given the projects and the efforts of the attendance supervisors, knowledge of the existence of the schools did not reach all parents in time for the opening day. Also, some families were late in arriving in the area. Too, parents and children unfamiliar with the migrant school projects are skeptical and tend to await reports of others before sending their children. The necessity for both parents to work in the fields often leaves the home and children unguided and unsupervised. In spite of the above conditions, a number of the children received perfect attendance certificates.

The following schedule of classes was fairly typical of the schedule at both centers:

**SCHEDULE OF CLASSES**

<table>
<thead>
<tr>
<th>Period</th>
<th>Section I</th>
<th>Section II</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st Period:</td>
<td>Classes*</td>
<td>Classes*</td>
</tr>
<tr>
<td>2nd Period:</td>
<td>Classes</td>
<td>Classes</td>
</tr>
<tr>
<td>3rd Period:</td>
<td>Classes (M,W,Th)</td>
<td>Classes (M,W,Th)</td>
</tr>
<tr>
<td>4th Period:</td>
<td>Playground (T,Fri)</td>
<td>Playground (T,Fri)</td>
</tr>
<tr>
<td>5th Period:</td>
<td>Classes</td>
<td>Classes</td>
</tr>
<tr>
<td>6th Period:</td>
<td>Classes (Fri)</td>
<td>Classes (Fri)</td>
</tr>
<tr>
<td></td>
<td>Music (M,W)</td>
<td>Music (T,Th)</td>
</tr>
<tr>
<td></td>
<td>Art (T, Th)</td>
<td>Art (M, W)</td>
</tr>
<tr>
<td>7th Period:</td>
<td>Classes</td>
<td>Classes</td>
</tr>
</tbody>
</table>

*Includes time for opening exercises.  
Recess between periods: 5 minutes  
Lunch Period: 12:10 to 1:00  
Buses arrive at school at 8:45 and depart from school at 2:30
The purpose of the summer school program for the younger migrant children was to provide a general education program specifically designed to bring them nearer to actual age-grade level in basic subjects and also to facilitate the process of integration with the regular school classes in the fall term. Included in the program was work in the fundamental fields of reading, writing, mathematics, citizenship and science. In addition to these basic courses, programs in art, music and physical education were given. As opportunities arose, field trips were arranged to introduce these young people to broader experiences involving the historical past, community service agencies, recreational facilities and vocational aspects of the modern world. Among the trips and excursions were visits to a supermarket, fire station, post office, county fair, farm, canning factory and State Park.

The following proposed budget is representative of the costs of each of the two centers and is also descriptive of the type of organization used at both centers:

**BUDGET**

**Summer School for Migrant Children**  
July 7 - August 15, 1958

- Local supervision (half time) $450.00
- Instructional services  
  - 2 full-time teachers @ $600 ea. $1200.00  
  - 2 helpers at $300 ea. $600.00
- Nurse $300.00
- Physician $100.00
- Music Teacher (special subject) $120.00
- Art teacher (special subject) $120.00
- Cafeteria Worker $200.00
- Custodian $200.00
- Attendance teacher $100.00

**Total Personal Services** $3,390.00
Transportation (including driver $200) $745.00
Food supplies, plus surplus property 500.00
Classroom supplies (books, workbooks, paper, art supplies, music, films etc.) 165.00
School service and facilities (kitchen, classrooms, cafeteria, playground, gym, water, electric, class trips etc.) 200.00

Total $1,610.00

$5,000.00

The North Rose Center's total operating expenses were $4,610.67 for the six weeks' period. The aggregate attendance was 882 pupil days which resulted in a cost of $5.23 per pupil day. The total operating cost at the Fairhaven Center was $5,425.00 for 1,218 pupil days. The per pupil day cost in the latter center was $4.46. The attendance has a direct bearing on the per pupil day cost. The attendance would have been higher in one of the centers had not an outbreak of measles and a misunderstanding with a nearby child care center cut into the attendance.

The accomplishments are difficult to fully appraise. The improvement in the academic achievements of the individual pupils was noticeable. Improvement in social and emotional growth is not so easily proved. Numerous examples of changes in attitude and behavior were observed. There was an extremely wide range in the individual abilities of the members of any group. For example, in an intermediate group of 23 pupils whose ages ranged from 9 to 14 years the following was noted:

9 could not tell time.  
2 could not write their names  
4 could not read

Others knew long division and fractions.
This wide range in abilities was applicable in practically every phase of school work and social behavior. Individual instruction was practically mandated where possible. The use of assistant or helping teachers was of great value.

Every effort was made to improve the attitude and social behavior of the children. In this, the staff had the cooperation of many of the parents. One little boy summed it all up when he said to his teacher, "My mother told me I should do whatever the teacher tells me to do, and not be bone-headed about it by letting the devil get in your head." The playground, cafeteria and classroom provided many valuable social experiences for these underprivileged children.

The success of the migrant summer program lies in the solid support given it by those in closest contact with it, the teachers and others who served the children daily. They are a dedicated group some of whom have spent years in this type of service. Each teacher in her end-of-session report speaks of the individual's growth - slight in some areas, unbelievable in others. To these wandering children, often the teacher is their brightest hope. At the closing exercises at North Rose a small child was crying. When the parents inquired for the cause, the child said, "I won't to see my teacher again." It is difficult to measure the influence the staff has on these appreciative children.

Results both measured and observed indicate that these pupils benefited from their attendance at the summer school. Each has
received individual instruction which will make it easier for him to fit into the regular public school program. He has grown in his ability to live with others. He has found that people are concerned for his welfare. The pupils' parents invariably expressed their interest and appreciation.

Requests from migrant schools have been received from nine communities since the spring of 1958. It is hoped that sufficient funds will be made available to meet this need in the summer of 1959.
BIBLIOGRAPHY


15. United States Department of Labor, Resume of the Processing of the Twelfth National Conference of Labor Legislation, Bulletin No. 76.