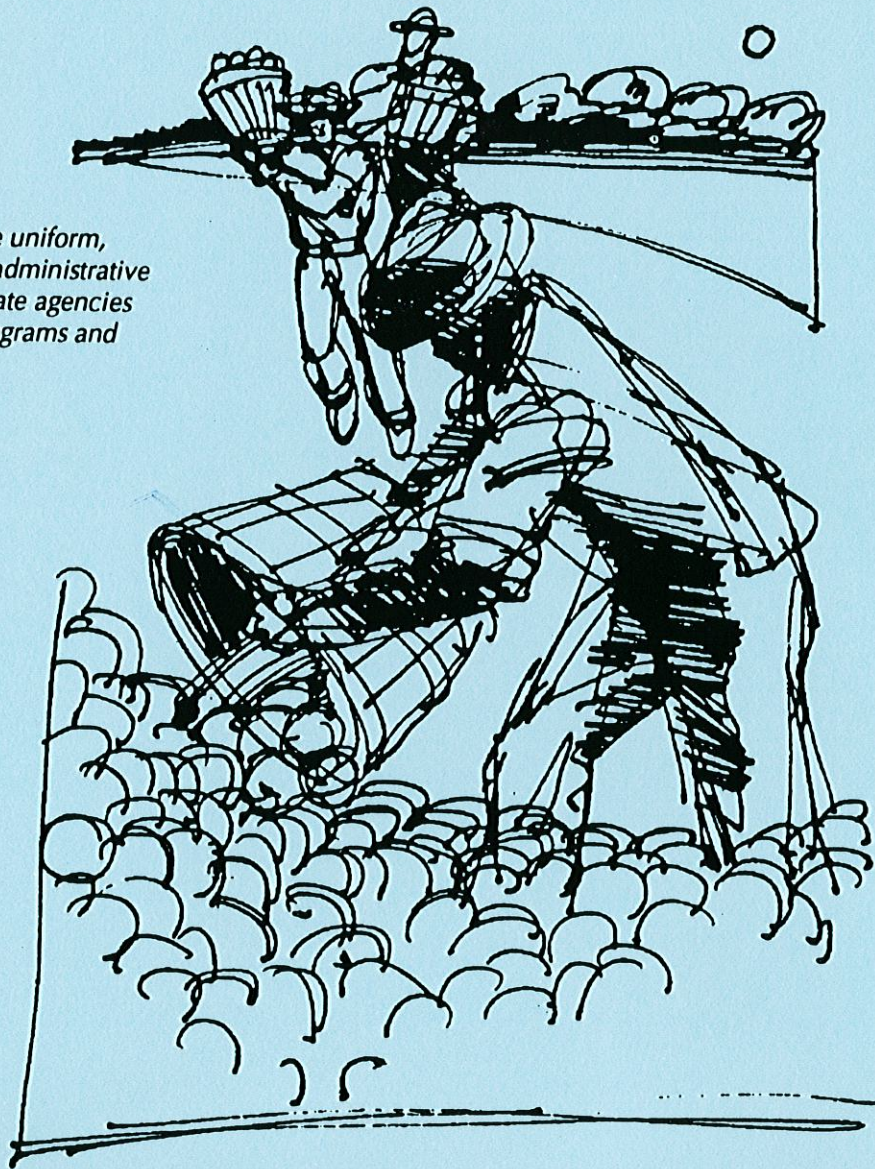


JAN 15 1993

Coordinating California's Farm Worker Services

Farm Worker Services Coordinating Council
Final Report
November, 1992

"... to establish and promote uniform, coordinated, and consistent administrative policies and guidelines for state agencies dealing with farm worker programs and issues."



State of California
PETE WILSON
Governor
RUSSELL S. GOULD
Secretary, Health and Welfare Agency



Resource ID#: 2692

Coordinating California's Farm Worker Services



PETE WILSON
GOVERNOR

RUSSELL S. GOULD
SECRETARY OF
HEALTH AND WELFARE AGENCY

State of California

HEALTH AND WELFARE AGENCY

1600 NINTH STREET, ROOM 460
SACRAMENTO 95814

TELEPHONE
(916) 654-3454
FAX
(916) 654-3343

November 12, 1992

The Honorable Pete Wilson
Governor
State of California
State Capitol
Sacramento, CA 95814

Dear Governor Wilson:

It gives me great pleasure to submit to you the Farm Worker Services Coordinating Council's report pursuant to the requirements of Executive Order W-20-91.

The Executive Order created the Council and identified ten departments and agencies as members. Four other departments, a representative of the agricultural industry, and a representative of the Job Training Partnership Act 402 grantee organizations served in an advisory capacity.

The Council was charged with identifying issues of concern to farm workers, and working towards uniform and coordinated administrative policies and procedures for state agencies providing services to farm workers. In fulfilling this mandate, the Council held six hearings throughout the state to solicit testimony about farm worker issues and worked cooperatively to develop proposals to address the concerns raised during the testimony.

In its initial effort, the Council has laid an essential foundation for improving the state's delivery of services to farm workers in California. In the process, the participating departments and other entities have forged new linkages that will be expanded in the months to come.

The Council recognizes that this is just a beginning and much remains to be done. We are optimistic, however, that the lessons learned from this initial effort will become the catalyst for continuing cooperative and coordinative efforts to deliver services to farm workers and their families.

I wish to express my deep appreciation and gratitude to the Council members, their respective staff and those entities serving in an advisory capacity, who gave of their time and talents to prepare this report. I would also like to thank all those individuals who testified at the six hearings held by the Council throughout the state. On the behalf of those who contributed to the process, I have the honor of transmitting our report, "Coordinating California's Farm Worker Services."

Sincerely,

A handwritten signature in cursive script that reads "Russell S. Gould".

RUSSELL S. GOULD
Chairman

COUNCIL MEMBERS

Russell S. Gould, Chairman
Secretary, Health and Welfare Agency

Henry Voss
Director, Department of Food and Agriculture

Lloyd Aubry, Jr.
Director, Department of Industrial Relations

Maureen DiMarco
Secretary, Office of Child Development and Education

Bill Honig
Superintendent, California Department of Education

Thomas W. Hayes
Director, Department of Finance

Thomas P. Nagle
Director, Employment Development Department

Dr. Molly J. Coye
Director, Department of Health Services

Timothy L. Coyle
Director, Department of Housing and Community Development

Michael Micciche
Interim Director, Department of Economic Opportunity

ADVISORS

George Ortiz
President, California Human Development Corporation

Robert Vice
President, California Farm Bureau Federation

Stephen Book
Interim Director, Office of Environmental Health Hazard Assessment

James W. Wells
Director, Department of Pesticide Regulations

Eloise Anderson
Director, Department of Social Services

Richard Andrews
Director, Office of Emergency Services

ACKNOWLEDGMENTS:

The Council expresses its appreciation to the Coordination Work Group for its assistance in the development of the initiatives and the review of the concept papers, issue memos and the drafts that culminated in the final report. In addition, the Council extends its gratitude to the members of the Writing Work Group for the conceptual framework and for the writing and editing of this report. Their dedication and commitment to this project has been exemplary. The Council also wishes to acknowledge the invaluable assistance of support staff in the preparation of this report and in the overall success of the Council's initial efforts.

Finally, the Council is indebted to the many individuals who took the time from their busy schedules to provide testimony at the six hearings the Council held throughout the state. Their input was extremely valuable as the starting point for the analysis and development of proposals to address the needs and concerns identified during the testimony.

Executive Summary 1

I. Scope of the Report to the Governor and State Legislature..... 8

 Formation and Operation of the Council..... 8

 Overlapping Jurisdictions 9

 Resources for Farm Worker Programs..... 9

II. Summary of Testimony at Public Hearings of the Council 12

III. Issues and Recommendations Concerning Current State Services to Farm Workers 16

 RECOMMENDATION #1: Establish Specific Initiatives to Improve the Delivery of Services to Farm Workers. 16

 Short Term: Initiatives That Have Already Begun or Will Begin Within Six Months..... 16

 A. Local Farm Worker Committees..... 16

 B. Targeted Industries Partnership Program 18

 C. Farm Labor Contractor Referral System 20

 D. Toll-Free 800 Telephone Numbers 21

 E. Multi-Agency Resource Directory..... 22

 F. Multi-Agency Outreach Coordination..... 23

 G. Summary of State and Federal Employment Requirements 24

 H. Farm Worker Fairs 26

 I. Employer Involvement..... 26

 J. Medical Access for Farm Workers..... 27

 K. Increase Minority Health Care Personnel 28

 L. Reduce the Incidence of Tuberculosis (TB) Among Farm Workers..... 29

 M. English as a Second Language (ESL) Alternatives 30

 N. Pesticide Safety Training 31

 O. Improve Enforcement of Pesticide Regulations..... 32

 P. Health and Safety Housing Enforcement Program..... 33

 Q. Improve Physician Diagnosis and Reporting of Pesticide-Related Illnesses..... 34

R. High School Credits for Migrant Students..... 35

Long Term: Initiatives That Will Take Longer Than Six Months to Begin 36

A. Agricultural Employer Fairs 36

B. Increase Sensitivity and Cultural Awareness..... 37

C. Translation of Forms and Routine Correspondence 38

D. Collocation of Services to Farm Workers 39

E. Seasonal Farm Worker Housing..... 39

F. Bilingual Classroom Teachers 42

G. Emergency Response 43

H. Intra- and Interagency Sharing of Nonconfidential Information 44

Other Considerations..... 45

RECOMMENDATION #2: Develop Common Definitions of and More Accurate Data on the Farm Worker Population 47

RECOMMENDATION #3: Continuation of the Farm Worker Services Coordinating Council 51

IV. Existing Services to Farm Workers and Their Families in California 53

 Background 54

 Matrices..... 55

 Programs and Services Designated Specifically for Farm Workers..... 55

 Housing..... 60

 Employment and Training..... 60

 Education..... 60

 Health..... 61

 Labor Law and Safety Enforcement 61

 Research..... 62

 Other..... 63

General Programs and Services That Include a Significant Farm Worker Population 64

 Housing..... 64

 Employment and Training..... 64

Education..... 65

Health..... 65

Labor Law and Safety Enforcement 65

Research..... 66

Other..... 66

Conclusion 67

Appendix A - Executive Order W-20-91 68

Appendix B - Incidence of Issues Cited by Witnesses Testifying at the Hearings..... 70

Appendix C - Table of Acronyms..... 71

Bibliography..... 73

EXECUTIVE SUMMARY

**FARM WORKER SERVICES COORDINATING COUNCIL
REPORT TO THE GOVERNOR AND STATE LEGISLATURE**

November 1992

EXECUTIVE SUMMARY

After the devastating effects of a winter freeze and the apparent lack of a coordinated response to the needs of farm workers resulting from that natural disaster, Governor Wilson created, by Executive Order, the Farm Worker Services Coordinating Council. The stated purpose of the Council was to: 1) solicit views and recommendations on the issues and problems of farm workers, and 2) work toward the development of uniform and coordinated administrative policies and procedures for state agencies relative to farm worker programs (see Appendix A).

The Council held its first meeting in February 1992. Soon after that, the participating state agencies and other members of the Council began an intensive study of the issues. This included six public hearings that were held throughout the state. The results of this intensive study are the recommendations in this report.

Many factors that affect the lives of California farm workers are beyond the control of California's state or local governments. The California agricultural industry has grown and changed over the past three decades, but the employment of hired farm workers has been fairly stable. It appears that California agriculture will continue to employ an average 350,000 year-round equivalent workers in the year 2000. At the same time, there are approximately 900,000 workers who sometime during the year fill those 350,000 jobs.¹

In addition to the problems associated with chronic underemployment, it appears that migration patterns may also be changing. Instead of returning to Mexico, more workers and their families appear to be settling here. If these trends continue, California farm worker assistance programs are likely to become immigrant integration programs for up to 100,000 newly arrived workers each year.² The continued immigration of workers and the chronic underemployment in California are conditions that dramatically impact the plight of the farm worker and the ability of state and local agencies to respond to their needs.

Significant amounts of time, energy, and money are being expended by a wide variety of governmental agencies trying to deliver services to farm workers and their families. A study conducted by California State University, Fresno, identified over \$352 million dollars as being spent in 1990-1991 on governmental programs and services both specifically for farm workers and their families and on programs and services in agricultural areas that are likely to serve a significant number of farm workers.³ While the total amount of resources devoted to farm worker services is significant, it is equally significant that the lack of coordination in delivering those same services has left many farm workers and their families without even their most basic needs being met.

Farm workers are a very important segment of California's work force and play a significant role in one of its most important industries. In proposing its recommendations, the Council tried to ensure that they are: 1) addressing the issues voiced by the farm workers themselves; 2) consistent with the intent of the Executive Order; 3) realistic, nonduplicative, focused, and efficient; and 4) conducive to the creation of a viable partnership between government, farm workers, their advocates, and agricultural employers, in accordance with the recommendations of the Governor's Council of California Competitiveness.

¹Martin, Philip L., *Farm Labor in California: Past, Present, and Future*. Report prepared for the Farm Worker Services Coordinating Council, October 1992, p. 1.

²*Ibid.*, p. 1.

³Section IV, p. 53.

Themes and Assumptions

As background to reading the report, it is helpful to know, some of the themes and assumptions that were arrived at through consensus among the Council members and staff who participated in the intensive ten-month study and hearing process that led the Council to propose the recommendations in the report.

- *Lack of coordination by service providers is the most significant barrier to state agencies' effective use of resources and services designated for helping farm workers. Closely associated with the lack of coordination is the limited outreach by service providers to the farm worker community and restricted access by farm workers to these services. (See Section I: "Recurrent Themes: Coordination, Outreach, and Access.")*

A basic assumption and major underlying theme behind the formation of the Council was that there is a lack of adequate coordination among state agencies providing services to farm workers and their families. This lack of coordination was apparent soon after the Council's formation as participating departments and agencies began learning about each others' organizations, programs, and services. Similarly, the lack of coordination at the federal⁴ and local levels of government exacerbates the frustration and barriers to services experienced by farm workers. Establishing better intra- and interagency coordination among all these levels of government, among private providers, and community-based organizations serving farm workers must be a high priority. Further efforts to encourage coordination are reflected in the report recommendations.

- *The farm worker problems referred to in the report are long-standing problems.*

Most of the issues reported in testimony by farm workers and others are not new and have not improved significantly over the years. It was apparent there would be few, if any, immediate "solutions" to the chronic problems faced by the farm worker population that would come out of a ten-month examination of the issues. To rush to conclusions and solutions would run the risk of making serious misjudgments and would be a disservice to the farm workers.

Frequently, the Council reflected on its charge spelled out in the Executive Order--"to work **toward** the development of uniform and coordinated administrative policies and procedures for state agencies relative to farm worker programs." [Emphasis added.] Therefore, while attention was given in the report to the full spectrum of issues heard and discussed (see Section II), the focus of the recommendations remains on what the participating state agencies can do immediately and in the foreseeable future to alleviate bureaucratic constraints and to provide better services to this population of California workers and their families.

- *This report is only a start - not a final solution to the problems. The report should be a foundation for further exploration of the issues and for progress toward resolving these problems.*

By accepting that the purpose of the Council and the report was to begin a process that would continue into the future, special attention was given to include research in the report that could better provide a framework or context in which state services to farm workers in California exist. Through an interagency agreement with California State University, Fresno, the section of the report titled "Existing Services To Farm Workers And Their Families In California" was developed. The Council's hope is that these materials will help raise the level of awareness of the issues and will help suggest the importance of the follow-up work that still needs to be done. The data and resource information compiled here may be updated periodically to track future progress.

⁴Martin, Philip L; Martin, David A. *Coordination of Migrant and Seasonal Farmworker Service Programs*. Report prepared for consideration of the Administrative Conference of the United States, at the request of the National Commission on Migrant Education, April 1992.

- *The Council's recommendations will use existing resources to every extent possible. Therefore, recommendations should be innovative, efficient, nonduplicative, collaborative, and targeted.*

With the severe state budget constraints that exist, thinking in terms of more resources as the solution to the issues was seen as unrealistic. As existing programs were examined, it became clear that better coordination and utilization of existing resources was needed. Therefore, the recommendations in the report emphasize the process begun by the Council; for example, strengthening communication and coordination, and working collaboratively on improving existing services.

This is not to suggest that there are no gaps in the services available to the farm worker community. However, true gaps in services will have to be carefully identified as some of the initiatives recommended here are implemented and their effectiveness assessed over time. It is the Council's hope that more services will reach the people who most need them once coordination, outreach, and access to services are strengthened.

- *Existing laws should be enforced and programs strengthened rather than creating new ones.*

Throughout the hearings and Council meetings, the Council was reminded that the solutions did not rest with more laws or with more government. Instead, those testifying pleaded for better enforcement of existing laws and for easier access to existing services. It was apparent from much of the testimony that there is a lack of awareness on the part of the farm worker community about the many services that are available to them. In developing the Council's recommendations, emphasis was given to the issues of coordination, outreach, and access to strengthen the laws and programs that currently exist.

- *The inherent work ethic of the farm worker population and their express request for job opportunities under equitable labor conditions and standards influenced the Council's recommendations.*

Whenever possible the Council strove to emphasize improving the delivery and accessibility of services, to give farm workers the tools they need to prosper and to be independent. The Council's recommendations are not intended to foster a dependency on governmental services, but rather to encourage the self-reliance that farm workers already demonstrate.

Council Recommendations:

Based on the themes and assumptions described above, the Council has formulated the following recommendations that are discussed in greater detail in Section III of this report and are graphically displayed later in this section of the report. The three major recommendations put forth by the Council are:

1. Establish specific initiatives to improve the delivery of services to farm workers.

The Council is recommending initiatives to begin during calendar year 1993 that are designed to enhance state services to farm workers and their families. The initiatives are designed to improve the state's ability to coordinate services, improve information about services reaching the farm worker community, and improve the farm workers' ability to access the services provided. In addition, several of the initiatives will increase the enforcement of laws to protect farm workers (e.g., labor laws, pesticide safety) and will look for ways of increasing services without greatly increasing the allocation of new resources.

Short Term: Initiatives that have already begun or will begin within six months.

- A. Local Farm Worker Committees
- B. Targeted Industries Partnership Program
- C. Farm Labor Contractor Referral System
- D. Toll-Free 800 Telephone Numbers

- E. Multi-Agency Resource Directory
- F. Multi-Agency Outreach Coordination
- G. Summary of State and Federal Employment Requirements
- H. Farm Worker Fairs
- I. Employer Involvement
- J. Medical Access for Farm Workers
- K. Increase Minority Health Care Personnel
- L. Reduce the Incidence of Tuberculosis (TB) Among Farm Workers
- M. English as a Second Language (ESL) Alternatives
- N. Pesticide Safety Training
- O. Improve Enforcement of Pesticide Regulations
- P. Health and Safety Housing Enforcement Program
- Q. Improve Physician Diagnosis and Reporting of Pesticide-Related Illnesses
- R. High School Credits for Migrant Students

Long Term: Initiatives that will take longer than six months to begin.

- A. Agricultural Employer Fairs
- B. Increase Sensitivity and Cultural Awareness
- C. Translation of Forms and Routine Correspondence
- D. Collocation of Services to Farm Workers
- E. Seasonal Farm Worker Housing
- F. Bilingual Classroom Teachers
- G. Emergency Response
- H. Intra- and Interagency Sharing of Nonconfidential Information

The initiatives are not intended as an exhaustive or rigid listing of steps that can or should be taken to improve services to farm workers. It is a beginning toward improving the delivery of services that will require assessment and modification. As these ideas are implemented, they should be added to and improved upon. It is the Council's intention to monitor closely and adapt the concepts as needed. In addition to the initiatives listed above, the Council discussed other considerations that are briefly described in the report.

2. Develop common definitions of and more accurate data on the farm worker population.

The Council recognizes that the existing census data on farm workers and their families in California is inadequate, thus causing the state to appear to have a much smaller farm worker population than actually exists. Lack of this information makes it difficult to understand fully the needs of the farm workers and how best to serve them. Similarly, definitions as to who is a "farm worker" and what constitutes "migrant" and "seasonal" vary from program to program. The Council recognizes that the definitions are, in many cases, dictated by the federal government. However, to the extent possible, uniform definitions of these terms must be developed.⁵ The Council has recommended that focused attention be placed on determining how better data and definitions can be developed for the state.

⁵Because there is no uniform definition for farm worker, the Council has used the term broadly in this report. Occasionally, when referring to specific federal programs, the report also uses the term Migrant and Seasonal Farm Worker.

3. Continue the Farm Worker Services Coordinating Council.

During 1992, the Council was able to create the foundation for important improvements to the state's services to farm workers. Communication linkages concerning services to farm workers currently exist among state departments and agencies that did not exist before. But much more work needs to take place before these and other working relationships are firmly established. To foster the improvements that have already started, the Council is recommending that its charter be continued. The ongoing Council will continue the efforts that have already started and assess the various initiatives after they are implemented fully.

Time Table for Implementation

Farm Worker Services Coordinating Council — Short Term Initiatives

	Q4-92	Q1-93	Q2-93	Q3-93	Q4-93	Q1-94	Q2-94	Q3-94	Q4-94
A. Local Farm Worker Committees: EDD			Development Phase	Implementation Phase	Implementation Phase				
B. Targeted Industries Partnership: DIR			Development Phase	Implementation Phase	Implementation Phase				
C. Farm Labor Contractor Referral: DIR			Development Phase	Implementation Phase	Implementation Phase				
D. Toll-Free 800 Numbers: DEO			Development Phase	Implementation Phase	Implementation Phase				
E. Multi-Agency Resource Directory: EDD			Development Phase	Implementation Phase	Implementation Phase				
F. Multi-Agency Outreach Coord.: DEO			Development Phase	Implementation Phase	Implementation Phase				
G. Summary of State & Fed. Law: DIR			Development Phase	Implementation Phase	Implementation Phase				
H. Farm Worker Fairs: DFA			Development Phase	Implementation Phase	Implementation Phase				
I. Employer Involvement: DFA			Development Phase	Implementation Phase	Implementation Phase				
J. Medical Access for Farm Wkrs.: DHS			Development Phase	Implementation Phase	Implementation Phase				
K. Minority Health Care Personnel: OSHPD			Development Phase	Implementation Phase	Implementation Phase				
L. Reduce TB Among Farm Workers: DHS			Development Phase	Implementation Phase	Implementation Phase				
M. ESL Alternatives: DEO			Development Phase	Implementation Phase	Implementation Phase				
N. Pesticide Safety Training: DPR			Development Phase	Implementation Phase	Implementation Phase				
O. Enforcement of Pesticide Regs.: DPR			Development Phase	Implementation Phase	Implementation Phase				
P. Health & Safety Housing Enfmt.: HCD			Development Phase	Implementation Phase	Implementation Phase				
Q. Improve Physician Diagnosis: OEHHA			Development Phase	Implementation Phase	Implementation Phase				
R. High School Credits for Migrants: CDE			Development Phase	Implementation Phase	Implementation Phase				

Entries near the top of this table, "Q4-92" through "Q4-94" represent the quarters of calendar years.

Time Table for Implementation

Farm Worker Services Coordinating Council — Long Term Initiatives

	Q4-92	Q1-93	Q2-93	Q3-93	Q4-93	Q1-94	Q2-94	Q3-94	Q4-94
A. Agricultural Employer Fairs: DFA					Development Phase				Implementation Phase
B. Sensitivity and Cultural Awareness: EDD					Development Phase				Implementation Phase
C. Translation of Forms: EDD					Development Phase				Implementation Phase
D. Collocation of Services: DEO					Development Phase				Implementation Phase
E. Seasonal Farm Worker Housing: HCD					Development Phase				Implementation Phase
F. Bilingual Classroom Teachers: CDE					Development Phase				Implementation Phase
G. Emergency Response: OES					Development Phase				Implementation Phase
H. Information Sharing: DEO					Development Phase				Implementation Phase

Entries near the top of this table, "Q4-92" through "Q4-94" represent the quarters of calendar years.

I. SCOPE OF THE REPORT TO THE GOVERNOR AND STATE LEGISLATURE

I. SCOPE OF THE REPORT TO THE GOVERNOR AND STATE LEGISLATURE**Formation and Operation of the Council**

In the winter of 1990, a devastating freeze wreaked havoc on the California agricultural industry and the farm worker community. While investigating the recovery of the freeze-damaged areas, Governor Wilson made a commitment to capitalize on the experience gained during the disaster. Part of that commitment was the formation of a Council designed to determine issues of concern to farm workers and to establish uniform and coordinated administrative policies and guidelines among all the agencies and organizations providing services to farm workers and their families. In Executive Order W-20-91, the Governor called for the new Council to produce a written report by November 15, 1992 detailing its activities on behalf of farm workers and recommending better ways to coordinate services. (See Appendix A.)

The Executive Order identified ten representatives, or their designees, to the Council and authorized the Secretary of the Health and Welfare Agency to appoint others. The ten named representatives are:

1. Secretary of Health and Welfare
2. Director of California Department of Food and Agriculture
3. Department of Industrial Relations
4. Secretary of the Office of Child Development
5. Department of Education
6. Director of the Department of Finance
7. Director of Employment Development Department
8. Director of the Department of Health Services
9. Director of the Department of Housing and Community Development
10. Director of the Department of Economic Opportunity.

In addition, following the direction of the Executive Order, the Secretary of the Health and Welfare Agency appointed in an advisory role a representative from a Job Training Partnership Act (JTPA) 402 Grantee organization and a representative of the agricultural industry to the Council. Through La Cooperativa Campesina de California, the President of the California Human Development Corporation (CHDC) was elected to represent the JTPA 402 Grantee organizations to the Council. The President of the California Farm Bureau Federation was selected to represent the agricultural industry.

Later, the Office of Environmental Health Hazard Assessment, the Department of Pesticide Regulation, the Office of Emergency Services, and the Department of Social Services were included in an advisory role to ensure a more complete examination of the issues and improved communication.

The Council held its first meeting on February 24, 1992. The Council agreed that a series of public hearings would initiate a productive dialogue with the farm worker community for the purpose of obtaining their input on delivery of services and soliciting their views on the problems they face.

Throughout the spring and summer, six hearings were held in the following locations: Calexico, Costa Mesa, Santa Rosa, Salinas, Parlier, and Yuba City. Working closely with member agencies and local

community leaders and organizations, Council staff made aggressive efforts to solicit testimony and input from the farm worker community and other interested parties. Hearings were held during late afternoons and evenings in an attempt to accommodate the needs of workers who spend their daylight hours in the fields. Simultaneous translation in English and Spanish was available at all the hearings. In Yuba City, there was capability for simultaneous translation of English, Spanish, and Punjabi. Three hundred and four (304) persons testified at these hearings. In addition, 237 pieces of written testimony were submitted. Representatives from the participating state departments met with individuals who testified at the hearings to investigate and offer assistance with regard to complaints of unfair labor practices or barriers to receiving services. To better understand the conditions in which farm workers live, Council members and staff of the participating agencies toured work sites, housing, health clinics, and training facilities.

Besides the hearings, the Council formed subcommittees and working groups in order to discuss issues, gather information, and formulate action plans. The composition of each of these smaller units was a function of the expertise required for the task to be accomplished. Staff from member departments and agencies have dedicated numerous hours to accomplish the charge required of the Council. The participation in the multi-agency coordination work groups was felt to be most useful for developing and continuing the communication network that will last beyond the length of this study.

Overlapping Jurisdictions

Services to farm workers are spread across a wide variety of federal, state and local agencies, community-based organizations, private groups, foundations, and individuals. This is an advantage in that farm workers have access to a wide variety of programs and services. It is a disadvantage because there is frequently little coordination among these various programs. Services may overlap, be inconsistent, or otherwise fail to meet the needs of the target population.

One example of inconsistency is the issue of definitions. There is no single, consistent definition of what constitutes a farm worker. State and federal agencies each have unique definitions and therefore differing eligibility criteria for services. Local agencies and community-based organizations may also have additional requirements or criteria. The result is a patchwork of rules and regulations that the Council itself found difficult to understand. It should come as a surprise to no one that farm workers with limited or no command of the English language are confused and frustrated.

While the Council has a role in encouraging the state and federal government to simplify definitions and streamline eligibility criteria, any substantive results may not be seen in the short term. In a similar vein, although state programs can mandate coordination from the counties and other agencies they fund to deliver services to farm workers, ultimately, local coordination of services will be more a reflection of the commitment, compassion, and belief of local workers than of state rules and regulations.

Thus, the work of the Council for 1992 focused on those aspects of farm worker programs that the state itself can impact. Although encouraging policy directives at the federal level and coordination at the local level will be an ongoing concern of the Council, the initiatives outlined in this report represent the best possibilities for positive outcomes in the near term.

Resources for Farm Worker Programs

The budget crisis of 1992 demonstrated all too clearly that resources are limited for numerous state services. Given this fiscal reality, the goals of the Council have to be accomplished under the assumption that new resources for farm worker programs in the foreseeable future will be unlikely. The only alternative to new resources is either redirection of existing resources or innovative ideas for accomplishing more within the existing level of funding. It became apparent during the course of the last year that there are ways to improve services to farm workers while remaining within existing budgets. The Council's recommendations reflect the belief that the first step in improving services to farm workers needs to be a careful assessment of how current resources are delivered and utilized.

One reason that resources for services to the farm worker community are strained is that California, as a state, may not be receiving its full share of federal funding for farm worker programs. Federal funding is dependent upon a reliable count of farm workers in the state. To date, data purporting to accurately count numbers of farm workers and their families are flawed badly. This undercount is a serious concern for all farm worker programs, both state and federal. An improved counting methodology holds out hope that, in the long term, there could be some additional augmentation of federal funding for California. However, any impact will not likely be seen in the short term.

Recurrent Themes: Coordination, Outreach, and Access

As the Council reviewed testimony, reference materials, and other data, several themes arose as barriers to the provision of all services to the farm worker community. These three themes were coordination, outreach, and access. Regardless of the program or issue under discussion, it was apparent that improvements in the way service providers conduct their coordination, outreach, and access efforts could hold the most powerful key for more efficient and effective utilization of all program resources.

Because of the potentially powerful impact of these three issues, much of the Council's work and recommendations in this first year of activity focused on how to influence positively coordination, outreach, and access.

1. Coordination

If the purpose of the Council had to be encapsulated in one word, "coordination" would be the most fitting. Coordination of services is the primary problem the Council was formed to address.

Coordination in this context refers to the intra- and interdepartmental interaction that is needed to efficiently and effectively provide services.

Lack of coordination was a consistent thread woven throughout the testimony, both written and oral. Differing definitions and eligibility criteria are symptoms or results of this lack of coordination. There are many opportunities for improved coordination of service delivery that have never been explored. Coordination of services targeted to the same client groups is not generally a priority within and among departments and agencies.

It would be difficult to overstate the benefits to state agency services based upon the new awareness that state administrators have about each others programs as a result of the Council. There have already been many incidents when service providers have suddenly realized a commonality of interests and developed a better way of doing business. Most of the initiatives identified in this report are aimed at improving coordination of services between service providers. The Council sees this as the area promising the most results.

2. Outreach

For purposes of the Council's work, *outreach was defined as the way in which a department or agency conveys information about its services to the public, including dedicated outreach personnel, media, pamphlets, reports, and signs.* One member of the Council pointed out that for farm workers, the term outreach might be better understood as "in reach" because, to be effective, programs must reach into the target community to inform its members of available services.

The importance of outreach to the success of farm worker programs is well understood. Many state and local programs are required to develop specific outreach plans or to hire outreach workers in order to meet the mandates of a funding agency.

While it is generally recognized that bilingual community workers drawn from the farm worker population itself provide the most effective outreach, not every program is funded to engage such workers. For those agencies that must accomplish outreach without community aides, language barriers pose significant problems to communication with farm workers. Service providers are also hampered by the fact that most of the traditional outreach tools may be entirely ineffective in the farm worker population because of language, educational, and cultural differences.

Employers can be one of the most effective means for providing outreach information to farm workers. In this respect, employers should be made aware of services available to their employees and be provided information regarding rules and regulations relating to agricultural employment.

3. Access

Access refers to *the ability of the farm worker community to utilize the services offered*. Coordination and outreach aside, farm workers are denied access because of issues such as poor or nonexistent transportation, decentralized service locations, and inconsistent and complex eligibility requirements.

Language barriers hamper communication and pave the way for cultural insensitivity. Inadequate two-way communication breeds apprehension and a sense of powerlessness. Knowledge of service availability, the ability to find transportation to obtain services, and the sophistication needed to meet eligibility criteria may all be beyond the capability of some members of the farm worker population. Service providers need to give more consideration to evening hours, enhanced bilingual staffing, transportation, and child care if they hope to increase the ability of farm workers to avail themselves of services.

Farm workers are a unique population. Their migrant lifestyle, social and economic needs, and isolation within the larger community all pose significant barriers to access. "Business as usual" simply does not meet the needs of the farm worker community.

II. SUMMARY OF TESTIMONY AT PUBLIC HEARINGS OF THE COUNCIL

II. SUMMARY OF TESTIMONY AT PUBLIC HEARINGS OF THE COUNCIL

" I direct the Council to identify specific concerns of farm workers and propose solutions."

Governor Wilson's Executive Order, W-20-91

In response to this mandate, the Council scheduled a series of six hearings throughout the state to solicit input on farm worker issues. Working with local communities and state agencies, the Council sent out notices and posted fliers inviting testimony. Many individuals responded to the invitation to testify at the hearings. Testimony was provided by farm workers, local housing and health care officials, farm worker advocacy groups, and other interested parties. There was a notable lack of employer testimony in the Council's hearings, thus the transcripts reflect minimal employer input.

This section provides an illustration of the types of issues and concerns raised in the testimony at the six hearings. Although the Council recognizes that much of the information may be anecdotal, time constraints prevented the Council from gathering empirical data on the prevalence of the issues. The information obtained from the testimony does, however, parallel recent federal and other research findings and is presented here to help the reader understand the plight of many farm workers in California today.

A review of the official transcripts of the testimony reveals a broad range of concerns, grievances, complaints, and suggestions on a variety of issues. For the purposes of this report, the interests and concerns introduced at the hearings have been grouped into six major categories. These include Housing, Enforcement of Labor Laws, Education, Health Services, State Resources, and Occupational Health and Safety. Appendix B, "Incidence of Issues Cited by Witnesses Testifying at the Hearings" provides the reader with information on the frequency of the issues that were raised at each of the six hearings.⁶ The reader should be aware that the matrix, while a useful tool for displaying information in broad categories, is a subjective grouping of the issues. Although the major categories are clearly discernible in reviewing the transcripts, many of the issues encompass more than one area.

Housing

Clearly, housing is an overriding concern for farm workers just as it is for other low-income individuals. Throughout the hearings, the Council heard testimony about the lack of affordable and habitable housing. Low-income housing is in very short supply in many areas and housing costs far exceed the available income for large numbers of farm workers. Testimony indicates that few workers can afford the \$500 and up rental prices - much higher in some locations - on their meager earnings. When adding to this the usual requirement of one month advance rent plus deposits, the cost of shelter is out of reach for many farm worker families.

This forces families or individuals to "band together" to rent, resulting in severe overcrowding. Rent comes before food, medical care, transportation, or clothing. In addition, farm worker extended families are often large and may confront bias in seeking rental units. When they do find a place willing to rent to large families or multi-family groups, it is often substandard housing at inflated prices.

Comments about substandard housing included descriptions such as a lack of basic sanitation facilities, no water, electricity, or other utilities. Others testified about leaky roofs, holes in the walls, and infestations of rodents and cockroaches.

Substandard housing presents yet another dilemma not only for the workers but for the employers and state agencies as well. Cost of rehabilitation is often very high. Farm workers and their families are at risk of

⁶Complete transcripts of each of the six hearings are available for a fee of \$5.00 each (to cover the cost of duplication) at the Employment Development Department, Farm Workers Services Coordinating Unit, P.O. Box 942880, MIC 37, Sacramento, CA 94280-0001. ✓

homelessness due to condemnation of the property. When they are displaced there may be no place to go except to erect makeshift shelters in caves, on river beds, or on the sides of hills.

Enforcement of Labor Laws

Workers (and employers) testified about the need for greater enforcement of existing laws and the need to halt the abusive practices of those employers and farm labor contractors in violation of the laws. Failure to comply with civil and human rights, discrimination, violations of the minimum wage law, and nonpayment of wages owed make life even more difficult for workers whose means are severely stretched under the best of circumstances. Difficulty with Workers' Compensation, relations with the Immigration and Naturalization Service (INS), and noncompliance with regulations governing withholdings for Social Security, Unemployment Insurance, Disability Insurance, and the Internal Revenue Service (IRS) are other cited problems. Farm workers in many cases do not know their legal rights or where to report violations. Some workers indicated they fear reprisal if they do report violations.

Examples of testimony in this area range from failure to pay minimum wage to the lack of drinking water and sanitation facilities at the work sites. Statements included instances of working 13 or 14 hours a days with no break, no lunch, or no overtime. Others noted that in some cases the whole family works in the fields but wages are recorded under one social security number to appear that the minimum wage is being paid.

The questionable practices of some farm labor contractors is of great concern to workers. Examples include being charged for water or being required to buy beer if they were thirsty, and farm labor contractors who require the workers to pay for contractor-provided transportation even if the workers have their own transportation. By the time the workers paid for all the charges, there was little left of a day's wages.

Education

Farm workers recognize that education is the hope for a better life for both themselves and for their children. They face many barriers, however, in acquiring additional education for themselves and for their families. Many of the workers are monolingual. They testified about the need to learn English and the inability to access classes in English as a Second Language (ESL). Problems include overflowing enrollments in existing classes, insufficient classes in rural areas, and the lack of transportation to urban area classes. Moreover, classes may not be offered at a time compatible with the farm workers' work schedules. The average educational level for California farm workers is generally low. Consequently, these workers frequently need more preparatory work, and the classes may not be of sufficient duration for the workers to learn English.

Concerns for their children's education included the need for more bilingual education and the need for interpreters in the schools. An example is a monolingual family that had to take their own interpreter whenever they needed to meet with school officials. Some spoke of the high dropout rates caused by children being pulled out of school to work in the fields to help make ends meet. Also the migration patterns of some families cause the children to fall behind in the schools, also contributing to the dropout rate.

Farm workers also stressed the need for preschool services for their children to prepare them for the school experience. The population keeps growing and the demand exceeds available programs. Because parents start work in the fields very early, transporting their children to the classes is a problem.

Another worker testified about high school students not receiving the encouragement and support needed to pursue higher education goals. One example included students being told that because their families are farm workers the students cannot go on to higher education as they could not afford the high tuition; or they were told they were not college material, or lacked potential.

Those testifying also cited the need for more adult and vocational education, for literacy training in native and English languages, parenting skills and whole family instruction, and for greater access to Migrant Education and Migrant Head Start programs.

Health Services

Workers testified that inadequate health insurance coverage and lack of access to Migrant Health programs are a serious concern. Within this population, there is insufficient prenatal, neonatal, and infant health care. There is limited Medicare and many are ineligible for Medi-Cal benefits. The meager earnings of the workers provide little or no funds for medical care. There is also a great need for alcohol and substance abuse prevention programs and for training in the prevention of illness, injury, and disease.

The high cost of health care is beyond the means of many farm workers. The mayor of a small rural community cited the example of a woman in his community who had been pregnant for eight months and had not seen a doctor because she did not have \$25.00 to pay the clinic. He further noted that he had seen prescriptions unfilled for months because the workers did not have the money to pay for the medicine.

A local health care worker expressed his concern for the untreated tuberculosis cases and the serious public health and financial consequences that untreated cases could have on the communities. Other testimony expressed the high rates of tuberculosis and AIDS among farm worker populations. Rates of tuberculosis were cited as being higher in three central valley counties than in Mexico, and more than double the U.S. national average.

Others told of the local clinics not being open during the hours when farm workers could access them. There was also mention of transportation problems in getting to the clinics and the need for more clinics in the rural areas.

State Resources

Farm workers, like others in the state, are aware of California's economic problems. While testifying, several workers acknowledged the serious budget problems California is currently facing but they also pleaded that farm worker needs "not be forgotten" when the state is deciding how the limited resources will be allocated. Testimony addressed the urgent need for more bilingual personnel in those areas serving farm workers and the need to increase funding for services in rural areas. Currently, the lack of services in rural areas, coupled with the lack of public transportation, make it very difficult for rural farm workers to access services.

Occupational Health and Safety

Testimony indicated that occupational health and safety is a major concern for many farm workers and farm worker families. Workers noted the high incidence of work-related injuries and spoke of the serious and sometimes debilitating illnesses attributed to the use of pesticides.

Testimony reveals that many workers cannot read instructions due to literacy or language barriers and in many instances are not adequately trained in the use of pesticides. Consequently, pesticides may be applied inappropriately or without the needed protective clothing. In some cases farm workers were returned to the fields too soon after pesticide application. Many workers testified about skin rashes and breathing problems; some spoke of even more serious diseases caused by prolonged exposure to pesticide use.

Others noted problems in receiving proper diagnosis of pesticide-related illnesses and reported that some physicians do not appear to be sympathetic to, or interested in, treating these illnesses.

In summary, the following concerns were expressed repeatedly throughout the hearings and in the written testimony submitted: pleas for protection under the existing laws; the need for better wages and improved

transportation; difficulties in communication resulting from too few bilingual personnel; incorrect or untimely information about services; excessive paperwork requirements; and barriers (primarily language, cultural sensitivity, and cost) to accessing available programs, such as education and health services.

Additional Issues

Other concerns woven throughout the testimony include issues such as the need for increased services and attention to problems in the following areas: underemployment and unemployment, low wages, bilingual outreach and information, coordination of services and programs, child well-being services, immigration and naturalization, emergency services, and financial assistance for special purposes (e.g., school costs, transportation, disaster relief).

Farm workers are not seeking welfare. They are proud, self-sufficient, and hardworking. Their comments and concerns were heard by Directors, Deputy Directors, the State Labor Commissioner, and other Council members. All listened as individuals pleaded for this Council to be different and to commit itself to significant results.

The Council made a commitment to be responsive. During the hearings, departments had knowledgeable and bilingual staff people on site. When individuals had a particular problem the Council Chairperson directed them to the appropriate personnel immediately. While the issues frequently took further research and follow-up action by the departments, the farm worker had immediate access to individuals who could address their problems.

As noted earlier, there was limited testimony by the grower community. However, it is important to note that there are employers who are concerned about the welfare and the well-being of their employees. Videos submitted by the employer community as part of the record address progressive labor practices and the intent of those employers to treat workers with dignity and respect.

The following Section provides specific initiatives for addressing the problems and the concerns of the farm workers and their families. Moreover, the Council will continue to work with the employer community to increase their involvement in the Council's efforts. The Council endeavors to increase coordination with the employer community; to expand outreach and obtain input; to identify services that employers are providing to their workers; and to work together to resolve the issues raised by the farm workers and others at the hearings.

**III. ISSUES AND RECOMMENDATIONS CONCERNING CURRENT
STATE SERVICES TO FARM WORKERS**

**III. ISSUES AND RECOMMENDATIONS CONCERNING
CURRENT STATE SERVICES TO FARM WORKERS**

Council Recommendations

The recommendations formulated by the Council are presented here as a first step in resolving the many problems faced by farm workers and their families. The strategies described in this section are by no means intended to encompass all the issues that were identified. Neither are they intended to represent the sum total of what can be done to improve current state services to farm workers. Rather, they are a beginning from which other efforts may flow. As such, they represent a significant step taken by the Council to work toward solutions.

The recommendations proposed by the Council are presented under three headings:

- 1. ESTABLISH SPECIFIC INITIATIVES TO IMPROVE THE DELIVERY OF SERVICES TO FARM WORKERS.**
- 2. DEVELOP COMMON DEFINITIONS OF AND MORE ACCURATE DATA ON THE FARM WORKER POPULATION.**
- 3. CONTINUE THE FARM WORKER SERVICES COORDINATING COUNCIL.**

RECOMMENDATION #1: Establish Specific Initiatives to Improve the Delivery of Services to Farm Workers.

This first recommendation calls for a series of activities that will improve access to services, coordination among various agencies and service providers, and public awareness of these services. These new initiatives are grouped under two headings: short term and long term.

SHORT TERM: Initiatives that have already begun or will begin within six months

As the members of the Council and their staff collaborated in identifying various issues and problems through the hearings and work group meetings, they began developing strategies that could resolve a number of issues. Some of these actions have already been initiated and others can be initiated within the next six months.

A. LOCAL FARM WORKER COMMITTEES

Problem: Just as there are many state agencies that provide services to farm workers, there are numerous local entities that provide services through farm worker programs. The programs often provide excellent services, but are frequently fragmented and overlapping. While coordination has improved in many areas in recent years, much more remains to be done. For example, outreach activities are conducted by several state agencies and community-based organizations. In many locations, outreach workers cover much of the same area, but are knowledgeable of and relate to only their unique programs or services. With increased coordination at the local level, the effectiveness of outreach workers as well as other resources could be greatly enhanced for all programs.

Recommended Program: The Council recommends initially establishing two Local Farm Worker Committees (LFWCs) as a project to assess the effect local committees could have on increasing and

improving services to farm workers. The local committees would be comprised of a spectrum of local agencies involved with services to farm workers. Potential member agencies include those providing employment, training, health services, education, law enforcement, public assistance, and legal assistance.

LFWCs would operate according to broad guidelines and parameters established by the Council. The guidelines, however, would merely provide a framework for consistency and evaluative purposes. Beyond that, LFWCs would need flexibility and autonomy to meet the specific needs of the local communities they serve. LFWCs will be asked to design and implement efforts to improve coordination and delivery of services within their communities.

The first step in implementing this recommendation is to develop the criteria for selecting the initial two sites. The foremost criteria should be the communities' interest in and commitment to a coordinated effort in delivering services. By identifying and building upon existing coordination, the local committees can begin their work more quickly. Additionally, the likelihood for success will be increased with a demonstrated commitment. Other criteria could include such things as geographical consideration, perhaps one in the northern and one in the southern part of the state.

Once the sites are selected, the Employment Development Department (EDD), the lead agency, will work with the local communities and other agencies to identify existing services provided to farm workers in the area and to determine the potential LFWC membership. In addition to the entities mentioned earlier, other members might include local government representatives, a farm worker, a farm labor contractor, an employer representative, and representatives of other local interest groups.

Coordination Required: This project will require extensive coordination at both the state and local levels. In addition to EDD, its local field offices, and other state agencies with local offices, the extensive provider network of the Department of Economic Opportunity (DEO) and the California Department of Education (CDE) Migrant Education Program will be utilized at the selected sites.

Lead Agency: EDD will take lead responsibility at the state level for establishing the two initial LFWCs. As a state department with many local field offices serving farm workers, EDD has an existing direct reporting linkage, thus implementation can be initiated quickly with existing resources.

Access/Outreach Elements: The establishment of LFWCs will provide an important vehicle for facilitating both greater access to services and enhanced outreach efforts.

Short-Term Impact: The Council anticipates that LFWCs will begin their work within months of the effective date of this report. By building on existing coordination within the communities, the normal start-up time for new projects can be reduced. The current economic conditions that translate into reduced resources at all levels provide both the impetus and the opportunity for creative and innovative solutions. Through improved communication, coordination, and collaboration, the limited resources of all agencies can be utilized more efficiently.

Long-Term Impact: As described later in this report, the Council recommends an assessment of the results of each of the initiatives. Based on the assessment, changes can be made to improve and enhance the model for subsequent replication. The ultimate goal is for the Council to assist each local area having a significant farm worker population to establish their own local committees. The benefits can be immense as the local networks will be tied to the Council through a reporting relationship. This will establish an important communication link that will benefit farm workers throughout the state.

B. TARGETED INDUSTRIES PARTNERSHIP PROGRAM

Problem: Agriculture has been painted as an industry with a history of labor law violations, in addition to employing significant numbers of lower paid, monolingual, Spanish-speaking employees. Labor law enforcement programs in California are administered by several state and federal agencies, which often overlap and duplicate enforcement efforts. The lack of a concentrated multi-agency enforcement effort, as well as a lack of information for employers regarding applicable state and federal labor law requirements, has resulted in enforcement efforts that have not been as effective as they could have been.

Recommended Program: The Targeted Industries Partnership Program (TIPP) is a joint enforcement and educational effort by a number of state and federal agencies, including the Department of Industrial Relations (DIR), the Division of Labor Standards Enforcement (DLSE), the Employment Development Department (EDD), and the United States Department of Labor (DOL). The objective of TIPP is to provide comprehensive enforcement of existing labor and employment laws that protect farm workers and to maximize the enforcement effort through joint participation in inspections, referrals, and the targeting of systemic and flagrant violators.

DLSE and DOL will commit specified numbers of bilingual investigative, legal, clerical, and audit staff to implement the program. EDD will follow up on cases involving potential violations of the state's unemployment benefit programs or unemployment tax laws.

DLSE and DOL investigators will work as a team and will do daily inspections in agriculture. The teams of investigators will be looking for violations of state and federal laws, such as wage and hour, child labor, licensing and registration, workers' compensation insurance coverage, field sanitation, injury and illness prevention programs, and unemployment tax contributions.

In the area of field sanitation, investigators will be assisting in the enforcement of the provisions of the field sanitation regulations of the Division of Occupational Safety and Health (Cal/OSHA) that require employers of farm workers to provide sufficient quantities of potable drinking water and adequately equipped chemical toilets with hand washing facilities.

All state and federal enforcement measures will be available to the inspections teams, including such measures as stop-orders, subpoenas, and criminal prosecutions. DLSE, DOL, and EDD have agreed to share all information obtained during, and as a result of, the investigations conducted under TIPP, which are not otherwise statutorily restricted for privacy reasons.

DLSE, DOL, and EDD attorneys will work jointly to ensure maximum legal effectiveness. When it is determined that the most appropriate course of action is to file a lawsuit on behalf of employees or against an employer, the prosecution of the lawsuit will be done by the assigned state or federal attorney. Where the lawsuit or prosecution involves employment tax questions, EDD will provide legal assistance.

TIPP will utilize such upgraded technology as cellular telephones and laptop computers to enhance the investigative process and maximize the amount of time the investigators are in the field.

There are a number of advantages to the enforcement approach presented by TIPP. TIPP will establish the first statewide, comprehensive labor law enforcement presence in the agricultural industry. This will provide for effective and efficient enforcement in an area where existing enforcement efforts have been duplicative and overlapping among the lead enforcement agencies.

Additionally, whereas existing enforcement efforts are conducted randomly in fixed geographic areas for extended periods of time, TIPP will establish highly mobile teams of skilled investigators who will be able to respond quickly to complaints from farm workers within their assigned areas

and who can be mobilized to different areas of the state where systematic or major violations are occurring.

Finally, the costs associated with operating TIPP will be relatively low, compared to the costly establishment and maintenance of a whole new layer of bureaucracy. This is due to its extensive reliance on technological equipment and its use of existing staff resources and office locations of the participating agencies.

TIPP is an outgrowth of the Ten Point Plan initiated by DIR at the beginning of this year to address the service and enforcement needs of farm workers and agricultural employers. As part of the Ten Point Plan, the Department has already undertaken several initiatives to address the need for more targeted enforcement of agricultural labor violations.

The Ten Point Plan is being incorporated into TIPP. The Ten Point Plan consists of:

1. The establishment of a toll-free telephone number for farm workers to obtain information on state and federal laws, as well as to report violations of those laws;
2. The implementation of telephonic wage claim hearings, which allows telephonic participation at hearings for selected farm workers who are not available for their hearings because they have moved on to other crops in other parts of the state;
3. The computerization of the Unpaid Wage Fund (UWF) to allow for more expeditious payments to employees of wages collected from them by DLSE;
4. The mail audits of farm labor contractors (FLCs) to increase the enforcement presence of DLSE and to ensure compliance with minimum labor standards;
5. The sweeps of unannounced inspections of FLC offices;
6. The comparison of the list of licensed FLCs in California against the list of FLCs registered with DOL, who operate in California, to pinpoint differences and potential unlicensed FLCs;
7. The dedication of a telephone line for growers and farm workers to report unlicensed FLCs;
8. The coordination of sweep activity with other agencies such as DOL, Cal/OSHA and EDD;
9. The beginning of the centralization and computerization of DLSE information on agricultural enforcement activity to form a central body of information on agricultural employment-related problems; and
10. The exploration of ways for DLSE and Cal/OSHA to effectively coordinate their enforcement activities, so that Cal/OSHA can issue citations based on the evidentiary documentation supplied by DLSE, rather than DLSE simply referring any violations encountered to Cal/OSHA for a future on-site inspection.

Coordination Required: TIPP will require coordination between DOL, DIR, and EDD. Other training and information coordination will be required from state and local government, such as the Department of Pesticide Regulation (DPR), the Department of Housing and Community Development (HCD), county agricultural commissioners, county health departments, and city attorneys.

Lead Agency: DIR is leading the coordination of this effort.

Access/Outreach Elements:

Employee: TIPP includes a toll-free 800 telephone for agricultural employees to report violations of state and federal labor laws, to obtain information concerning state and federal laws, and to receive information on how and where to file a complaint. Bilingual staff are available to take complaints through this 800 number. This toll-free number was implemented in April 1992 following the establishment of the Council.

In addition, TIPP provides that farm worker employment rights cards will be made available to employees in several languages. This information card will explain their rights under both state and federal laws.

Employer: Keeping in mind that voluntary compliance with labor laws is the most efficient and cost-effective method of enforcement, TIPP will make available a summary of some basic employment requirements that outlines applicable state and federal labor laws. This summary is intended to help employers better understand their responsibilities under both state and federal laws. In addition, seminars and training sessions to educate farm workers as to their employment-related responsibilities are being scheduled.

Short-Term Impact: TIPP is set up as a program that is being implemented in November 1992. The initial program will not require any statutory or regulatory changes to implement. One of the purposes of setting up TIPP without requiring statutory changes is to allow a rapid implementation of a coordinated, multi-agency enforcement effort that will provide the flexibility necessary to make modifications in the program as experience dictates.

Long-Term Impact: The intent of the program is to establish an ongoing, coordinated, comprehensive labor law enforcement presence in the agricultural industry. Statutory changes may be necessary to effect changes or modifications required as a result of the experiences learned through the program.

C. FARM LABOR CONTRACTOR REFERRAL SYSTEM

Problem: There is a lack of coordination among various state agencies in identifying farm labor contractors and employers who have been issued citations or who have been found to be in violation of a state law. This has led to some duplication and wasted effort on the part of those agencies, while at the same time imposing some inconvenience and hardship on those employers who are in compliance with the laws. Suspected violations observed by one agency are unreported to the appropriate agency that has jurisdiction due to this lack of coordination.

Recommended Program: The creation of a Farm Labor Contractor (FLC) Information Referral System should improve the dissemination of information about FLCs and employers who have outstanding citations or fines and increase the reporting of possible violations observed by other agencies to the appropriate federal, state, or local agency. Under a system of this type, violations would come to the attention of the appropriate state agency and not go unreported.

Referrals will be handled through the distribution of fax numbers among the participating agencies in the referral network. Copies of citations or fines issued against FLCs or employers will be sent via fax to the attention of the appropriate agency. Any unlawful practices observed by one agency, that come under the jurisdiction of another agency, will also be reported via fax. With regard to FLCs, these unlawful practices will be carefully reviewed and considered by the Department of Industrial Relations (DIR) when evaluating an FLC applicant for licensing renewal.

An interdepartmental effort at sharing this information will lead to the identification and targeting of those FLCs and employers who violate the law and will lead to improved services to those who are

in compliance with the law. It would also assist in the location of assets that may be owned by an offending FLC or employer, so that collections of any civil penalties can be accomplished.

Along with the creation of a referral network, it will be necessary to staff and publicize a new toll-free 800 telephone number for use by farm workers, growers, and others in order for them to report the noncompliance of individual FLCs and other employers with applicable laws and regulations.

Coordination Required: The creation of an information referral network will require coordination among several state and federal agencies, including DIR, the Employment Development Department, the Department of Pesticide Regulation, the Department of Housing and Community Development, as well as the Department of Labor.

Lead Agency: DIR will lead the coordination of the FLC Information Referral System.

Access/Outreach Elements: The establishment of a new toll-free 800 telephone number will improve access for farm workers, growers, and others to report violations by FLCs and other employers. The creation of a referral network will assist in the improved utilization and coordination of existing state resources by focusing them on those FLCs and employers who have established a track record of noncompliance with labor and employment laws. In addition, the network will help employers make more informed choices about farm labor contractors whom they employ.

Short-Term Impact: The immediate impact of this referral network is improved coordination and utilization of state and federal resources concerning violations of worker-related laws and regulations.

Long-Term Impact: It is anticipated that there should be an increase in the number of complying FLCs and employers, thereby reducing the number of violations that occur in this industry. There should also be improved collections of fines and civil penalties.

D. TOLL-FREE 800 TELEPHONE NUMBERS

Problem: Farm workers and their employers are often unaware of the governmental agencies that can and do provide services to them. They have no way of knowing how technical assistance can be obtained or where to report violations of various laws. Often, this is the result of not having a governmental office or local telephone number that would allow access to this information. Some agencies have taken action to address this issue by instituting toll-free 800 telephone numbers. Both farm workers and employers need access to toll-free numbers to report labor law violations, to obtain information on medical services and workers' compensation, to obtain technical assistance on workplace safety and health issues, and to report violations of the Employee Housing Act. There is a lack of coordination among the various state agencies concerning these toll-free numbers that, in combination with other factors, can seriously impede their effectiveness.

Recommended Program: Clearly, the need for toll-free numbers exists, and state agencies have been responding to this need by establishing these toll-free lines in ever increasing numbers. However, an uncoordinated proliferation of such numbers can be counterproductive. An array of 800 numbers can result in confusion and frustration, unnecessary calls, and eventually diminished effectiveness of the systems.

In order to accurately assess the effectiveness of toll-free numbers, it will be necessary to coordinate the existing numbers that have been implemented by the various agencies. The first stage will involve an identification of all existing toll-free numbers, with a goal toward eventually consolidating them into fewer numbers. The second stage of the coordination process will be the widespread publication of these numbers and the information or services that can be accessed through them.

Coordination Required: Coordination of the toll-free numbers will involve those state agencies that currently have such numbers or plan to implement one in the near future. Currently, such agencies include the Department of Industrial Relations, the Employment Development Department, the Department of Pesticide Regulation, and the Department of Housing and Community Development. Each of these agencies will commit to the appointment of a representative to work together in developing a comprehensive telephonic communications plan that will have as a goal the eventual consolidation of some of these numbers.

Lead Agency: The Department of Economic Opportunity will lead the coordination of this effort.

Access/Outreach Elements: As stated previously, there is a clear need for both farm workers and their employers to improve access to information and to report violations. The use of toll-free telephone numbers would help address that need.

Short-Term Impact: It is expected that farm workers and those agencies who assist them will become more aware of information sources about services and will be better able to contact responsible agencies when needed.

Long-Term Impact: The intent of this program is to establish a coordinated effort at improving access by farm workers and their employers to information and services, while avoiding the costly proliferation of duplicative services. With a few well-publicized toll-free numbers available to farm workers and their employers, the effectiveness of outreach and access to services available through these numbers and their cost-effectiveness should be increased.

E. MULTI-AGENCY RESOURCE DIRECTORY

Problem: Due to a variety of factors, including language difficulties and the migratory and seasonal nature of their work, farm workers are often unaware of the wide variety of services that are available to them from federal, state, and local governmental agencies, as well as organizations from the private sector. In addition, employers may be unaware of resources available for their workers. Currently, there are many services to address specific farm worker needs. However, the lack of any single source of comprehensive information leads to frustration and underutilization of some services by farm workers, while leaving other services taxed beyond their capacity with a disproportionately high number of clients needing services.

Recommended Program: The publication and dissemination of a multi-agency resource directory for farm workers is one method of providing effective outreach to farm workers and to enable them to access available resources within their community. Publication of such a directory will mean better use of existing services. Additionally, a directory of this kind could be used by service providers and employers to further assist farm workers.

The directory will include a listing of federal, state, and local governmental agencies, and private sector resources that can provide services to farm workers and their families. The listings will be broken down further by geographical area and by subject matter and will include both local, as well as toll-free telephone numbers, where applicable. In compiling this directory, existing directories should be identified and incorporated. The directory will be made available in English, Spanish, and other languages as needed.

Examples of those services that will be listed include the broad categories of housing, health, transportation, labor law enforcement, and education. These subject categories will be broken down further into subcategories relating to the specific needs of the farm worker.

Copies of the directory will be made available free of charge for publication in the Spanish Yellow Pages telephone directory or any other local publication for the maximum distribution and

dissemination of information. Additionally, copies of the directory will be available for purchase at a nominal charge to cover the cost of printing, at any of the listed federal, state, or local governmental offices.

Coordination Required: The collection and listing from a variety of informational resources, the subsequent printing, and the distribution of the multi-agency directory, will require coordination between the Employment Development Department (EDD), the Department of Economic Opportunity, and other participating agencies, such as the Department of Labor, the Department of Industrial Relations, the county departments of social services and health services, the Migrant Education Network, and local advocacy groups, such as the California Rural Legal Assistance (CRLA). Annual review and updating of the directory will be done by each participating department and agency.

Lead Agency: EDD is the lead in coordinating the development and periodic updating of this directory.

Access/Outreach Elements:

Employee: The multi-agency directory will provide information concerning a wide range of services that are available to farm workers and their families. The information will be concise and easy to read.

Employer: Such a directory should be invaluable as a reference tool for employers, who will be able to access information that will assist them in performing their responsibilities as employers, as well as providing information on services to where they can refer their employees.

Service Providers: Since many service providers often operate with only a limited knowledge of available resources located in their immediate area, this directory will be an important tool in providing access to a much wider range of available resources.

Short-Term Impact: The multi-agency directory for farm worker services is designed to provide a substantial short-term impact by providing an immediate outreach effort to farm workers and their families. The directory will also be providing access to a wide range of services, the existence of which many farm workers are unaware.

Long-Term Impact: More efficient use of existing resources can be achieved by encouraging the broadest possible dissemination of this directory. Also, farm workers will be assisted in developing more self-reliance and self-confidence in their ability to seek out those services that best suit their needs.

F. MULTI-AGENCY OUTREACH COORDINATION

Problem: Among many issues raised during the hearings, it was noted that the lack of effective outreach often limits public access to services. The Council is aware that some programs are overwhelmed by the number of persons needing services, while other programs may be able to accommodate more clients. In some instances, farm workers either do not know what services are available, live far from service points, or do not understand that they are eligible for the services. Although many state agencies regularly conduct their own outreach activities, these same agencies are not aware of the often vast array of other services offered in the same community. To compound the problem, there are duplicate outreach efforts that could be avoided.

Recommended Program: The aim of this initiative is to improve awareness of available farm worker services and to develop community support and sensitivity to the farm worker population and their needs. Multi-agency outreach coordination will promote a more integrated approach to sharing

program information among outreach workers and the public. The effort will take a three-pronged approach:

1. **Information and Resource Sharing:** This component includes such initiatives as cross-training of outreach staff from various agencies, periodic meetings among outreach workers from various agencies to share information, ideas, and resources, and examining successful outreach models for possible expansion or replication.
2. **Program Information Outreach:** This segment ensures that information is available on a broad spectrum of state and local programs at multiple service contact points. For example, schools, clinics, and Job Service Offices of the Employment Development Department would provide information pamphlets and materials about other community programs. The aim is to reduce the need for farm workers to travel to numerous locations to gather information about other programs.
3. **Other Initiatives:** Other ways to improve outreach to the public could include expanding or changing service hours to accommodate farm worker job schedules, providing a number of services at one location, providing bilingual staff, and making use of volunteers. As part of this latter effort, a public service internship project for secondary and post-secondary school students will be explored to augment limited staff.

Coordination Required: Multi-agency outreach will require coordination between the state agencies that conduct outreach and any other community programs that serve farm workers.

Lead Agency: The Department of Economic Opportunity will be the lead agency for this effort.

Access/Outreach Elements: As outreach workers become aware of community programs and services, they will be better able to provide this information to the farm worker community thereby increasing their access to services.

Short-Term Impact: The short-term impact of this effort will allow outreach workers in various agencies to be aware of the extent and location of other services needed by farm workers. When these individuals need other services or cannot be helped by one agency, the outreach worker will be able to refer individuals to other available services.

Long-Term Impact: The long-term impact of this effort will increase accessibility of farm worker services. Access to needed services will enable farm workers to become more self-sufficient.

G. SUMMARY OF STATE AND FEDERAL EMPLOYMENT REQUIREMENTS

Problem: Many employers and their employees are unaware of the applicable wage and hour laws that affect them. A significant number of employers are unaware that both the federal and the state's wage and hour laws are applicable to their employment relationship. When these laws are in conflict, many employers and employees are unaware of what to do, or which standard to apply. This situation has created a dilemma for some employers, just as it has led other employers to mistakenly believe that they were following the applicable law, when in fact, they are in violation of either state and/or federal labor laws.

Recommended Program: The publication and dissemination of a summary of some basic California employment requirements will provide the needed comprehensive guide to enable farm workers and their employers to understand clearly what their respective roles and responsibilities are within their employment relationship.

The summary will be printed in the languages spoken and understood by a majority of agricultural employees and employers in the state. It will provide a basic summary in simplified language of all

state and federal employment laws, beginning with the initial hiring of an employee. It will include information concerning employment health and safety requirements, benefits, payroll and time keeping requirements, as well as special employment considerations, such as the employment of minors. Additionally, the summary will contain easy references to those state and/or federal agencies where additional information can be obtained.

Accompanying the summary will be a farm workers' employment rights card that will also be printed in several languages and which will contain very basic employment rights information. The card will also have toll-free telephone numbers where farm workers may call to report violations or to obtain further information concerning their employment rights under both federal and state law.

Dissemination of the summary will occur when an agricultural employer or prospective employer obtains an employer identification number through the Employment Development Department (EDD). This will ensure that all new agricultural employers in the state will be presented a copy of the summary at the same time they receive information concerning their payroll tax information. Existing employers, farm workers, and any other interested party will be able to obtain a copy of this summary through any of the offices of the lead agencies or through the Office of the State Printer. There will be a nominal charge sufficient to cover the cost of duplication and postage. Additionally, the summary will be available to employers electronically through the California Advanced Technology Information Network⁷ program.

Coordination Required: Publication and dissemination of the summary will require a cooperative effort between the Department of Industrial Relations (DIR), EDD, the Department of Housing and Community Development, and the Department of Pesticide Regulation. Each of these departments will commit sufficient resources to ensure the initial and continued dissemination of the summary, as well as providing a yearly update on the material contained within it.

Lead Agency: DIR is the lead in coordinating the development of this summary.

Access/Outreach Elements: In keeping with the belief that the most effective method of enforcement is voluntary compliance, the summary will ensure that those who employ farm workers are aware of their responsibilities under both state and federal laws. The summary will also ensure that farm workers have access to valuable employment rights information. Community organizations that provide services to farm workers will find the summary helpful. Both the summary and the accompanying farm workers' employment rights card will be a convenient way to ensure that farm workers obtain the necessary information. These publications will also indicate where additional information, technical assistance, or clarification of specific issues can be obtained.

Short-Term Impact: The impact of the dissemination of the summary will be immediate. It is anticipated that demands for copies of the summary will be great, particularly among the service provider sector. The cooperating agencies will experience a short-term heavy demand. As the information is disseminated and absorbed by the agricultural community, demand will decrease.

Long-Term Impact: The long-term impact should be an increased awareness among farm workers and employers of the existing laws that regulate employment. This is an important first step toward the empowerment of farm workers over the employment conditions under which they work. Voluntary compliance with these laws on the part of employers should also be discernible. Improved access to information for both farm workers and employers should result in a decrease in the number of violations of employment laws.

⁷California Advanced Technology Information Network is a computer-based comprehensive agricultural information system. It provides information to the California agricultural community in over 500 categories organized under 16 headings. Use of the network is free except for telephone company charges generated by the user.

H. FARM WORKER FAIRS

Problem: The six hearings sponsored by the Council provided an excellent opportunity for members to hear farm workers' concerns firsthand. In the opinion of the Council, it is essential that the dialogue established with the farm worker community continue.

Recommended Program: One means to accomplish that goal will be to sponsor periodic Farm Worker Fairs where representatives of various state agencies can meet with workers in an informal setting. In 1993, the Council plans to sponsor at least one such Fair. State and county personnel will be available at the Fair to discuss and provide training on worker health and safety, terms and conditions of agricultural employment, social services, housing, Medi-Cal eligibility, and other concerns. The Fair will be planned in conjunction with local agencies including community-based organizations and Job Training Partnership Act (JTPA) 402 agencies.

Coordination Required: In addition to coordination with state departments that provide farm worker services, this effort requires close collaboration with local organizations, local media, and community groups to sponsor and conduct these events.

Lead Agency: The Department of Food and Agriculture (DFA) will be the lead agency for this effort.

Access/Outreach Elements: The success of the Farm Worker Fairs will rely entirely on effective outreach by state agencies to both local service providers and the farm worker community. Once an appropriate location has been established, the Council staff will seek to establish a partnership with the local community so that the planning and implementation of the Fair will have the enthusiastic cooperation of local service providers and other community-based organizations. Part of the selection criteria for determining location will include interest by the local community in the proposed Fair.

Publicity for the Fair will include radio announcements, information releases to provider groups, and other traditional and nontraditional methods of outreach. In addition, the Council will ask the local JTPA 402 grantee to provide assistance with transportation for farm workers to the Fair.

Short-Term Impact: The Fair will send a signal to the farm worker community that the Council has an ongoing commitment to the initiatives proposed in the report. It will also continue the dialogue begun this calendar year through the hearing process.

Long-Term Impact: Based on the experiences acquired during the first Farm Worker Fair, additional Fairs could be scheduled on a regular basis. This should increase the access of the farm worker community to state and local programs by increasing their knowledge of the benefits for which they qualify. For providers, the Fairs provide an invaluable opportunity to gather information and insight about the needs of the target population with subsequent improvements in farm worker programs.

I. EMPLOYER INVOLVEMENT

Problem: Testimony collected, both written and oral, did not provide the Council and staff with a complete picture of the existing or potential linkage between the provision of state services to farm workers and employer activities. It is the Council's firm belief that the best solutions to current problems can only be crafted with the partnership of both the farm worker and grower communities.

Recommended Program: In order to achieve the goal of problem solving, the Council proposes that a series of activities be undertaken to increase communication between the Council and the grower community.

The Council, with the assistance of grower groups, the University of California Cooperative Extension, and other appropriate parties, will conduct a survey of agricultural employers. The purpose of the survey will be to determine current employers' activities aimed at providing farm workers with information and training about government services available for them. The survey will also seek to determine the needs of employers in order for the employer to be a source of information and referral for their workers.

As information is obtained about employer involvement through the survey, the Council will identify those employers that have developed effective methods to assist workers in obtaining the governmental services that they require. These businesses will be showcased by the Council and used as case studies for the benefit of other employers.

Coordination Required: In addition to the various state agencies that provide services to farm workers and growers, this effort will require close cooperation with grower organizations, the University of California Cooperative Extension, and other local organizations.

Lead Agency: The Department of Food and Agriculture will be the lead agency for this effort.

Access/Outreach Elements: The success of all these activities will rely on the cooperation and interest of the grower community. The Council will rely heavily on its agricultural industry advisory member and the industry publications that have carried news of Council developments. The Council will also seek the cooperation and assistance of the University of California and the Agricultural Personnel Management Association .

Short-Term Impact: The immediate impact of these efforts should be to acquaint the agricultural industry with the activities and goals of the Council. Additionally, the Council will be able to identify what services employers are providing to farm workers.

Long-Term Impact: The intent of these activities is to increase communication between the agricultural industry, state agencies, and organizations that serve farm workers. If this aim can be accomplished, the communication thus established could work to the benefit of all parties. Government decision-making could be improved because additional input is available. The industry would profit by having more involvement in program decisions that will ultimately impact them directly.

J. MEDICAL ACCESS FOR FARM WORKERS

Problem: Some farm workers, due to location and hours of work, have difficulty in accessing primary preventive medical services. Such lack of access, which is common to many uninsured populations, delays clients seeking medical attention, contributes to increased severity of illness, and requires clients to seek services in hospital emergency rooms.

Recommended Program: Establishing a project through issuance of a Request for Application to an existing primary-care clinic will provide the opportunity to develop, improve, and test means of providing medical services, within existing or limited additional resources. The RFA will be released by April 1993 with an award in early fiscal year 1993-94. The findings of the project will be assessed and the results made available so other primary-care clinics can replicate the model and expand services to their farm worker clients.

Coordination Required: The project will require coordination between the Department of Health Services (DHS), the Office of Statewide Health Planning and Development, and primary-care clinics serving farm workers and their families.

Lead Agency: DHS has the lead in coordinating this project.

Access/Outreach Elements: The project is intended to determine effective and efficient means of providing access to primary care.

Short-Term Impact: Additional medical access will be available to farm workers and their families.

Long-Term Impact: The project is intended to demonstrate a means of providing medical access in an efficient and cost-effective manner to the farm worker population. The results of the project, along with technical assistance, will be made available to all primary-care clinics in order to replicate those means of increasing or enhancing medical services to this population.

K. INCREASE MINORITY HEALTH CARE PERSONNEL

Problem: Farm workers and their families experience many barriers to obtaining health care services. In addition to the lack of access described in the short-term Medical Access initiative, above, language and cultural barriers prevent many workers from seeking much needed medical care. The majority of farm workers are monolingual Spanish-speakers, or have a limited knowledge of the English language. As such, they are often unable to avail themselves of existing health services. The inadequate supply of health care workers capable of meeting the cultural and linguistic needs of this population represents a key barrier to services.

Recommended Program: The Office of Statewide Health Planning and Development (OSHPD) has responsibility for planning, developing, and evaluating California's health care delivery system, and for ensuring that programs are developed that meet the current and future health care needs of Californians. Working within existing resources and coordinating with other state agencies as appropriate, OSHPD proposes to increase the supply and improve the distribution of linguistically and culturally competent health care personnel.

This will be accomplished with a three-tiered strategy including focused recruitment, training, and an incentive program. This strategy provides a continuity of programs that will motivate, prepare, enroll, graduate and appropriately place health personnel needed to address the health care needs of the farm worker.

- 1. Focused Recruitment:** Recruiting individuals of farm worker background or individuals who are sensitive to the circumstances of farm workers, and providing them with appropriate training is an important step in increasing the number of minority health care personnel. Studies have shown that health care professionals tend to practice in geographic areas similar to their own social and economic backgrounds.

OSHPD has an existing program, the Health Professions Career Opportunity Program (HPCOP), that identifies minority college students interested in pursuing a health career, and helps prepare students to be more competitive in their application to a health professional school. These activities are primarily conducted through a competitive contracting process. Requirements will be added to the 1993-94 process that will provide for outreach to the farm worker community and programs.

Additionally, HPCOP will expand its current partnership with the Department of Education's Migrant Education Program and their Office of Bilingual Education to ensure that information on health careers is effectively disseminated.

- 2. Providing Training For Health Care Professions:** The second step in accomplishing this initiative is to provide training opportunities across the broad spectrum of health care professions from entry-level worker to physicians. OSHPD will work within the framework of two current programs that provide training of health care professionals. The California Health Career Opportunities Program, a two-year program funded through a new Governor's Initiative, will be utilized to recruit and train bilingual minority individuals for entry-level health care

occupations. This will be accomplished at a site that has a large farm worker population. Principal activities will include contacting migrant organizations and local Employment Development Department (EDD) migrant programs to inform them of opportunities in the health care field. In conjunction with the Department of Health Services (DHS) we would also contact primary care clinics to establish clinical training sites.

The Song Brown Family Physician Training Program funds the training of primary care providers, including family physicians, nurse practitioners, and physician assistants who will serve in areas where there is a recognized unmet need for primary health care services. Beginning in Fiscal Year 1992-93, funding for the Song Brown Program has been augmented specifically to increase: primary care providers in rural areas, family physicians with enhanced obstetrical training, and providers capable of caring for refugee and farm worker populations. Funding for these activities will be allocated to training programs through a competitive process.

- 3. Provide Incentives for Service in Underserved Areas:** Incentives in the form of scholarships and loan repayment programs are an excellent means of increasing the supply of health care workers in rural areas. Two existing broad-based programs can be utilized to target the specific needs of farm worker communities. The Minority Health Education Foundation is a public-private partnership that raises funds for scholarships and loan repayment awards to minorities pursuing careers in medicine, nursing and associative health professions. The State Loan Repayment Program, funded by a grant to California from the National Health Service Corporation, pays off loans of physicians and mid-level practitioners who elect to practice in Health Professional Shortage Areas.

The State Loan Repayment Program and the Minority Health Education Foundation currently have established criteria for selection of award recipients. Criteria for scholarship and loan repayment will be reviewed and criteria added that will enhance placement in health care settings that provide services to the farm worker population.

Coordination Required: OSHPD will coordinate with DHS, EDD, and other state, local, and private agencies as required to implement this initiative.

Lead Agency: OSHPD is the lead agency for coordinating this initiative.

Access/Outreach Elements: Access to health care for farm workers and their families will be improved by increasing the supply of bilingual and culturally sensitive health care workers.

Short-Term Impact: Recruitment efforts can be initiated in the short term. Due to the length of time required for training and graduation, overall results will be evident in the long term.

Long-Term Impact: In the long term this strategy will significantly increase the supply and improve the distribution of culturally and linguistically competent health care personnel. As a result, farm workers and their families will be able to access health care.

L. REDUCE THE INCIDENCE OF TUBERCULOSIS (TB) AMONG FARM WORKERS

Problem: The number of active cases of TB in California increased 51 percent between 1985 and 1991. Several studies suggest that there is a higher incidence of the disease in farm workers, particularly migrant and seasonal workers, and the children of farm workers than in the general population. However, the data on active cases in California are not captured by occupation in order to determine the extent of TB in farm workers and the level of risk to them and their children. Data such as this will assist health agencies to determine the most effective approach to prevention and control.

Recommend Program: To better address the problem among farm workers and others at risk, the Department of Health Services (DHS) will collect information on active TB cases by occupation beginning in early 1993. This will enable DHS to direct medical interventions and outreach programs to appropriate areas. DHS will utilize two separate bodies to examine and suggest strategies for addressing the problem of TB in migrant communities: the TB Elimination Task Force is comprised of county TB controllers, representatives of high risk communities and their health care providers, and community-based organizations, and the Interagency Working Group on TB, comprised of state governmental agencies and departments. These two groups will be used to evaluate state policies across programs to ensure that effective TB prevention and control activities are implemented. The latter group will address migrant issues as they relate to the need to provide treatment strategies for TB patients which enable them to complete therapy, and to expand screening efforts to reach high risk groups, including farm workers.

Coordination Required: This effort will require the coordination of DHS, the Department of Housing and Community Development, and other state agencies, local health department TB control programs, representatives of high risk communities and their health care providers, and community-based organizations.

Lead Agency: DHS will serve as the lead agency on the TB issue.

Access/Outreach Elements: This effort will promote outreach and access to health care by ensuring farm workers and other persons with TB infection or TB disease are identified, complete appropriate therapy, and do not transmit the disease to others.

Short-term Impact: Identify active cases of TB in the farm worker community, target appropriate interventions, and expand TB screening and follow-up.

Long-term Impact: The eradication of TB in the farm worker community and population as a whole.

M. ENGLISH AS A SECOND LANGUAGE (ESL) ALTERNATIVES

Problem: Farm workers need more job-oriented English as a Second Language (ESL) classes to improve their access to jobs and services. Many of the classes that are offered are located in urban settings. Farm workers who live in rural areas do not have access to these programs due to the distances they must travel to attend class and lack of public transportation to and from isolated areas. Moreover, they are frequently unable to view programs available via television, cable, or public television networks. These programs are typically offered during hours they are normally at work.

Recommended Program: There are a number of public domain ESL programs available through public television, computer networks, and other sources. There are also a number of telecommunication systems that have the capability of transmitting educational programs into rural communities where most farm workers reside. For example, the California State University in Fresno has a ground link communication network in place that can be used to transmit educational television programs. Each of the 20 California State University campuses has the capability of transmitting programs that can be viewed throughout the region or state. The California Department of Education (CDE) is currently testing the concept of providing ESL classes through television in Palm Springs. For the long distance learning component, they broadcast a weekly video ("The Literary Coach") through the local cable channel. The videos are made available to the public through local library branches. Where there are no cable possibilities, lessons are transmitted through radio broadcasts. It should also be noted that community-based organizations regularly offer literacy and other job training classes to farm workers and other eligible groups. The Job Training Partnership Act (JTPA) 402 agencies provide ESL and other job training classes.

The aim of this initiative is threefold:

1. **Identify Existing ESL Programs:** This segment involves determining the number of public domain ESL programs available that can be used via telecommunication systems or similar technology and exploring which telecommunication systems and technology can be used to provide these courses to farm workers.
2. **Research Job-Oriented ESL Models:** This segment involves conducting research on model programs offering job-oriented ESL or similar learning initiatives and determining whether these programs can be expanded or replicated in California.
3. **Distribution of ESL Material:** This segment entails making arrangements to duplicate, market, and distribute these materials to local agencies, employers, and other public service groups who would make these resources available to farm workers without a charge.

Coordination Required: This program would require coordination between the Employment Development Department, the Department of Economic Opportunity, CDE, the JTPA 402 agencies, and local community-based organizations.

Lead Agency: DEO will take the lead in coordinating this effort.

Access/Outreach Elements: The intent of this program is to provide additional ESL classes that reach more of the rural farm worker community.

Short-Term Impact: The initiative will provide information on the array and types of job-oriented ESL programs available for farm workers.

Long-Term Impact: Learning the English language would help farm workers attain self-sufficiency. Their dependence on translators would diminish. Any long-term solutions to the ESL dilemma must evolve through CDE and the local school districts.

N. PESTICIDE SAFETY TRAINING

Problem: Many state and local agencies regularly provide services to both growers and farm workers. In the course of the agencies' work they may witness violations of pesticide safety regulations and not recognize them as such. If these staff do recognize violations, they may not know where to report them or may not have time to research the information necessary to report them. As a result, many violations may go unreported and persons may be needlessly exposed to chemicals.

Recommended Program: The purpose of this initiative is to make existing training resources available to all state and local agencies that regularly conduct outreach or enforcement activities that involve farm workers and growers, thereby increasing the ability of the existing program to protect farm workers from potential illnesses. The Department of Pesticide Regulation (DPR) already provides training in regulatory requirements and educational programs to county agricultural commissioners (the field regulatory and compliance component of pesticide regulation in the state). DPR and county agricultural commissioners provide training to agricultural related industries (growers, pest control applicators, employees, and other educators). It is the goal of DPR, with this initiative, to prepare other state and local agencies that are in regular contact with the farm worker population to prevent unnecessary exposures to chemicals when possible and to mitigate exposures if they occur. These agencies, when trained, will be better able to contact the correct regulatory agencies to affect timely mitigation to lessen the impact upon potentially affected farm workers.

Coordination Required: DPR will coordinate with the Employment Development Department, the Department of Industrial Relations, and any other agencies who may wish to make use of the pesticide safety training.

Lead Agency: DPR will be the lead agency in this effort.

Access/Outreach Elements: By obtaining pesticide safety training, the various state and local agencies will be better able to inform the farm workers of potential health hazards.

Short-Term Impact: It is expected that as staff from other agencies are trained, violations of pesticide safety regulations will be reported in a timely manner with manageable results.

Long-Term Impact: As more and more farm workers, growers, farm labor contractors, and outreach staff become aware of pesticide safety, potentially fewer exposures in the workplace will occur.

O. IMPROVE ENFORCEMENT OF PESTICIDE REGULATIONS

Problem: County agricultural commissioners, acting as agents of the Department of Pesticide Regulation (DPR), have the responsibility for enforcement of pesticide laws and regulations. A wide range of enforcement options exist, which range from a notice of warning to a referral to the District Attorney for criminal action. Differences in interpretation and regional differences have, over time, resulted in uneven levels of enforcement. At the state level DPR also has a number of enforcement options available, including suspending or canceling pest control licenses, and criminal and civil prosecutions. Both the Agricultural Commissioner and the Sealers Association, as well as DPR recognize the need for statewide policy for enforcement of pesticide laws. Although California has an extensive pesticide regulatory program, improved enforcement has the potential to reduce worker exposure.

Recommended Program: DPR and the County Agricultural Commissioners have a number of existing programs to address protection of pesticide handlers and farm workers, including: worker-related inspections; training of pesticide handlers and field workers; providing Farm Labor Contractors with instructions and information required for worker protection; inspections to ensure compliance with the newly enacted hazard communication requirements; and, working with pesticide registrants to develop produce stewardship programs, including worker and environmental protection.

To improve enforcement and reduce worker exposure, DPR will implement the following additional activities:

1. DPR will develop a uniform enforcement policy with the County Agricultural Commissioners and Sealers Association. This policy will define how to establish noncompliance, and outline which enforcement options are appropriate for the various categories of offense. The Department expects to have an agreement on the elements of a uniform enforcement policy in place by spring of 1993. Once uniform standards are defined, the Department will focus on counties with below-standard programs and work to bring them up to enforcement norms.
2. Federal worker protection requirements just put into place will require changes in some of California's pesticide worker protection regulations to eliminate conflict and to add clarity. Although in general the federal requirements are already met by the California program, greater consistency between the programs will clarify requirements and make it easier to communicate the necessary information.

Coordination Required: To implement this initiative, DPR will coordinate with other state agencies as appropriate, and with county agricultural commissioners.

Lead Agency: DPR will have lead responsibility for this effort.

Access/Outreach Elements: This initiative will provide both the employer community and local enforcement entities with increased access to important pesticide information.

Short-Term Impact: Additional emphasis on enforcement will raise the visibility of this issue, leading to improved compliance in targeted areas.

Long-Term Impact: As compliance rates increase, fewer exposures in the work place will occur, improving the health and safety of the workers.

P. HEALTH AND SAFETY HOUSING ENFORCEMENT PROGRAM

Problem: Under the Employee Housing Act, the Department of Housing and Community Development's (HCD's) Division of Codes and Standards has responsibility for enforcing health and safety laws at all labor camps in the state. Well over 95 percent of the labor camps are agricultural in nature. The Act has been expanded to cover all housing where five or more agricultural workers are living. Given the traditionally low wages of farm workers and California's high living costs, many workers find they must share dwellings with others to afford housing. Farm workers testimony and anecdotal information indicate that there are many such arrangements. However, the migratory nature of the workers makes it difficult to maintain accurate data on where and how many farm workers are sharing dwellings at any given time. This exacerbates the problems of enforcement. Fourteen counties have assumed responsibility for enforcing the Act in their jurisdictions. Those counties are: Fresno, Kern, Merced, Monterey, Napa, Orange, Riverside, Sacramento, San Joaquin, San Mateo, Santa Cruz, Solano, San Benito, and Stanislaus. Although these counties comprise a large percentage of California agricultural lands, the remaining territory is vast and rural, making adequate enforcement a challenge for HCD's 37 inspectors.

Recommended Program: The most effective way to optimize the HCD enforcement activities, within existing resources, is to increase outreach through an expanded education campaign and increase coordination with other enforcement agencies. A lack of knowledge by both the employer and the employee regarding state housing laws is a major barrier to employer-provided housing. HCD will expand the public education and outreach efforts initiated in 1991. The Council also proposes an annual statewide survey of agricultural employers, through an existing structure such as the Franchise Tax Board, to provide the state with a better idea of which employers are providing housing for their workers.

Coordination between HCD's Division of Codes and Standards and the Wage and Hour Division of Department of Labor provides for more effective use of the limited number of inspectors available. Federal inspectors also inspect employee housing in California. A Memorandum of Understanding establishes the vehicle for a collaborative effort whereby federal and state inspectors conduct joint sweeps and share information. A federal-state joint inspection effort in Lake County in August 1992 uncovered a number of unlicensed camps and generated approximately \$10,000 in fines. The collaborative efforts have worked very well and will be expanded to provide optimum enforcement activity.

In addition, HCD will provide training to its housing inspectors on federal, state, and local programs that are available to assist housing providers with rehabilitation, construction, and emergency shelter programs for displaced workers.

HCD will seek legislative authority in 1993 to give the Department discretion to allow a percentage of the fines and penalties generated through enforcement of the Act to be "rolled over" into rehabilitation or reconstruction of existing substandard housing stock.

Coordination Required: This initiative will require continuing coordination between the Department of Labor's Wage and Hour Division and HCD's Division of Code and Standards. Additionally, it will require ongoing coordination with the fourteen counties that have assumed enforcement responsibilities in their jurisdictions.

Lead Agency: HCD will have lead responsibility for this initiative.

Access/Outreach Elements: Outreach efforts would include bilingual posters and flyers posted at labor camps highlighting workers' housing rights under the law; pictures of typical hazardous housing code violations; a toll-free hot line with bilingual operators to answer questions on the requirements of the Employee Housing Act and to take complaints on substandard housing conditions; public service announcements on Spanish speaking radio stations; and legal training for local district attorneys on prosecution under the Act.

Short-Term Impact: The short-term impact of this initiative will be increased compliance with the Employee Housing Act as a result of better understanding of its requirements and improved enforcement where there is noncompliance. Also, the toll-free number will provide inspection staff with tips on where illegal or substandard housing is located, allowing for more targeted use of limited inspection resources.

Long-Term Impact: The long-term effect of this proposal will be to assist HCD to reverse the trend of noncompliance and to improve the quality and safety of housing available to farm workers.

Q. IMPROVE PHYSICIAN DIAGNOSIS AND REPORTING OF PESTICIDE-RELATED ILLNESSES

Problem: Medical schools and specialty medical residency training programs typically provide very little training in occupational medicine and virtually no training in the recognition and management of pesticide-related illnesses. Specialists in these fields tend to practice in metropolitan areas. Physicians who have not been trained in the various manifestations of pesticide health effects or who do not think to ask their patients about potential workplace or home exposures to pesticide poisons, may not make the connection and fail to diagnose and properly treat pesticide-related illnesses.⁸

Workers who regularly handle the more toxic cholinesterase-inhibiting pesticides are required to be under medical supervision, which includes monitoring of blood cholinesterase for evidence of excessive exposure. Agricultural commissioners and employers have complained of the uneven quality of medical supervision.

State and federal pesticide regulators rely on timely reports of pesticide-related illnesses from physicians so that a proper investigation of the pesticide incident can be conducted while the evidence is still fresh. Yet, the Doctor's First Report of Occupational Illness, filed by the doctor for reimbursement by the Workers' Compensation Insurance Fund, is often the first and only notification received, despite a reminder on the form itself that pesticide illnesses should be separately reported to the local health officer. In addition, poison control centers do not regularly report pesticide poisonings of which they are aware.

These problems point out the need for better trained physicians in the identification and treatment of pesticide-related illnesses.

Recommended Program: The Office of Environmental Health Hazard Assessment (OEHHA) with responsibility for providing training to medical practitioners will:

⁸Pesticides are "economic poisons" which are carefully regulated under California Law (See Food & Agriculture, Code, Chapter 2 Article 1, Sections 12751 eff.).

1. Target additional training efforts, with existing resources, into areas that will reach larger audiences of physicians such as hospitals which require attendance at hospital-sponsored continuing medical education seminars in order to maintain hospital admitting privileges.

Training efforts will include day-long workshops, hospital "grand rounds" teaching sessions, lectures to medical students, in-service training at rural health and migrant farm worker clinics, teaching University of California continuing medical education courses, staff training for local health department staff, consultation with individual physicians, publication of guidelines for medical supervision of pesticide handlers, and publication of scientific articles in the medical literature.

2. Determine the feasibility of establishing a certification program for medical supervisors (physicians who treat farm workers and other individuals who handle toxic pesticides). Such a program would provide the training necessary for physicians to become proficient as medical supervisors.
3. In conjunction with the Department of Pesticide Regulation (DPR) and the Department of Health Services (DHS), specify a single laboratory method for the analysis of blood cholinesterase and standardize the reporting methodology which should simplify and bring more prompt identification and monitoring of pesticide illnesses.

Coordination Required: OEHHA, DPR, DHS, and Department of Food and Agriculture (DFA) employ physicians who have the in-depth knowledge of pesticide health effects. As part of the State's effort to coordinate and target services to farm workers, the four departments that have expertise in this area will work together to see that statewide training needs are met. These departments will refer enforcement cases to the Department of Industrial Relations when they find evidence that physicians have failed to report pesticide-related illnesses in a timely manner.

Lead Agency: OEHHA has the principal statutory mandate to provide pesticide training for physicians and will lead the coordination effort. DPR is the lead agency for pesticide enforcement and currently maintains the Pesticide Illness Report database.

Access/Outreach Elements: Rural and migrant health clinics and farm worker advocacy groups will be encouraged to suggest areas where additional training is needed. Participation of rural clinic physicians has sometimes been erratic, so clinic managers will be requested to make participation mandatory, just as the hospitals do. When training programs are held, the agricultural commissioners will be contacted for lists of medical supervisors in their counties and a special outreach effort will be made to attract the medical supervisors. Opportunities will be sought to add a pesticide component to more general medical education programs concerning agricultural health and safety.

Short-Term Impact: The improved outreach should identify underserved areas needing training programs. By targeting larger physician groups and medical supervisors, existing limited resources can be used most effectively.

Long-Term Impact: The ultimate impact will be a better awareness of pesticide health effects, improved diagnosis, and treatment of pesticide-related illnesses.

R. HIGH SCHOOL CREDITS FOR MIGRANT STUDENTS

Problem: Migrant students have a difficult time accumulating high school credits. This is because they are constantly moving with their parents in search of agricultural work. As a result, they miss valuable time in school. In most cases, these students attend class for a portion of the required time and then move with their families to the next job opportunity. The current education system is not designed to give these students partial credit for work completed at a previous school. This results

in students duplicating course work as they move from school to school until, far too often, the student finally decides that pursuing a high school diploma is not worth the effort.

Recommended Program: To resolve this problem, the California Department of Education (CDE) will work with high school districts to develop local school board policies for acceptance of partial credit from students' previous schools. This will be accomplished within existing resources. In addition, CDE will assist local school district curriculum staff in developing curriculum units that equate to partial credits.

Coordination Required: This effort will require coordination between CDE and local high school districts.

Lead Agency: CDE has the lead in coordinating the development of this partial credit system.

Access/Outreach Elements: This effort will increase access to the educational system for farm worker students who move with their families.

Short-Term Impact: The immediate impact of this effort should be to encourage students from migrant farm worker families to stay in school and continue their education.

Long-Term Impact: Farm workers place a high priority on learning. They want their children to have a better life. By providing these students with an opportunity to accumulate sufficient credits to graduate, this initiative will increase these students' chances of entering college and obtaining a wider choice of work opportunities.

* * *

LONG TERM: Initiatives that will take longer than six months to begin.

The Council developed a series of initiatives that will require more than six months before the responsible state departments can commence activities. The initiatives are described in the following section.

A. AGRICULTURAL EMPLOYER FAIRS

Problem: It is the belief of the Council that most employers are anxious to obey the law but rules and regulations have become so complex that compliance is increasingly difficult.

Recommended Program: Since prevention is far more effective than enforcement, the Council will begin planning for an Agricultural Employer Fair in late 1993. The Fair would be held in conjunction with an established event already recognized and attended by the grower community. Several possibilities include county fairs, farm equipment shows, or Agricultural Personnel Management Association meetings.

The Fair would offer training, materials, and other resources for employers. Employers who have developed new or innovative methods for dealing with labor issues would be showcased. The Council will also investigate the concept of issuing certificates of completion for those who attend the Fair. These certificates could be used to remedy citations such as a traffic school can eliminate a minor infraction from a driving record.

Coordination Required: In addition to coordination with state departments that provide farm worker services, this effort requires close collaboration with local organizations and the employer community.

Lead Agency: The Department of Food and Agriculture will be the lead agency for this effort.

Access/Outreach Elements: The Council will begin planning this event after a number of employer outreach efforts have already occurred. Staff will make use of the contacts already established to reach out to the employer community and seek their interest and participation in the Employer Fair.

Short-Term Impact: The impact of this effort will hopefully build on the dialogue established between the Council and the employer community in other activities. The Fair will demonstrate the Council's interest in both obtaining employer involvement and interest and serving farm workers better.

Long-Term Impact: In the long term, the Fair could improve communications between the industry and regulatory agencies. Farm workers would be the ultimate beneficiaries.

B. INCREASE SENSITIVITY AND CULTURAL AWARENESS

Problem: A major problem in providing fully effective services to the farm worker population is the combination of language and cultural differences that exist between most state service providers and farm workers. Social and economic gaps between the farm worker and the mainstream society continue, thereby making it essential to provide more effective services in order to help farm workers and their families improve the quality of their lives and attain self-sufficiency.

To reduce or eliminate language and cultural barriers that currently impede the full effectiveness of state services, an understanding of the extraordinary circumstances that impact this special population is useful as a context within which to address matters of sensitivity and cultural awareness.

Recommended Program: The following actions are recommended to increase sensitivity and cultural awareness of the organizations that provide services to the farm worker population:

1. Conduct a survey of state agencies to assess the sensitivity and cultural awareness of staff who serve farm workers and other limited English-speaking ethnic populations.
2. Develop additional education and training processes and materials, as needed, to meet the objectives of increasing sensitivity and cultural awareness to the farm worker population.
3. Provide coordinated education and training in this regard for state agency personnel, particularly those with responsibility for serving the farm worker population.
4. Incorporate non-state farm worker service delivery organizations in these efforts.

Coordination Required: This effort will require coordination with all state agencies that provide direct services to farm workers and with other service providers that participate in this training.

Lead Agency: The Employment Development Department will be the lead agency for this effort.

Access/Outreach Elements: Word of mouth is still the most effective form of outreach among people with low literacy levels and limited English language skills. Services for farm workers are enhanced when they are offered in an environment that is encouraging, genuinely welcoming, and

confidence-building. In the process of serving farm workers, their often hidden concerns and anxieties about potentially intimidating and sometimes frightening experiences need to be dispelled. A feeling of acceptance, understanding, and empathy serves to improve future encounters with agency staff.

The first goal of successful service programs should be to establish a level of trust and confidence with the farm worker client before moving toward goals of service delivery. The qualities of sensitivity and empathy in service providers working with farm worker groups are important. These qualities, which can be developed through training, will help overcome obstacles created by differences in languages and cultures.

Short-Term Impact: The recommended actions are designed to provide an inventory of the sensitivity and cultural awareness training currently offered by state agencies. Once this survey is completed, the development of additional education and training materials can proceed. These training modules can then be shared with state agency staff and other service delivery organizations to begin their own cultural sensitivity training processes.

Long-Term Impact: Farm workers, like other members of the public, evaluate state agencies, their staff, and the services they provide in terms of the treatment they receive. In the long run, training staff to provide services in an atmosphere of mutual respect will encourage farm workers to make use of available services to achieve self-sufficiency.

C. TRANSLATION OF FORMS AND ROUTINE CORRESPONDENCE

Problem: Most departments and agencies are either required by law or have voluntarily undertaken to translate many forms used by the public into languages other than English. Several departments have also formed units to study the language in all public forms to assure that the content is clear to the average member of the public who will use the form. In spite of these efforts, the Council heard testimony that replies to inquiries and information on claims and complaints were not translated and the recipient often did not understand the import of the response or letter. This may, in turn, have caused the individual to forfeit claim to benefits or awards or be denied services.

Recommended Program: To remedy this situation, the Council proposes to sponsor initiatives to survey departments and agencies serving farm workers on the extent to which their forms and any return correspondence are routinely translated and to encourage all such departments to add a section to request translation of replies on any forms or correspondence they initiate.

Coordination Required: It will be necessary to coordinate efforts with all departments that provide direct services to farm workers.

Lead Agency: The Employment Development Department will have lead responsibility for coordinating this initiative.

Access/Outreach Elements: By providing farm workers the option of receiving replies in an alternate language, they will be better able to understand their rights and benefits.

Short-Term Impact: In the short term, various departments will examine routine replies and correspondence to determine whether translation is needed on each of the forms and replies it generates, if this has not been done. Departments will also become more aware of the need to assure that clients understand their rights and responsibilities in the various programs.

Long-Term Impact: Departments will develop a system for assuring that forms and replies are translated where the need exists.

D. COLLOCATION OF SERVICES TO FARM WORKERS

Problem: Generally, social service centers, government, municipal, and community-based agencies tend to be located at a point central to the general population they are serving, regardless of the size of that population. These service centers administered through State of California funds tend to be open during normal business hours, for example, 8 a.m. - 5 p.m. Farm workers must sometimes "save-up" their trip to town to access services from several types of agencies to have enough time to travel to the maximum number of agencies in an 8-hour day. Some needs such as health or housing go unaddressed until the farm worker can manage to get to town. The problem is further complicated if the farm worker does not have transportation. In this case, services in the eyes of the farm worker are not accessible.

Low-income farm workers are forced into losing wages by taking unpaid time off in order to access needed services for which they are eligible. They tend to reside outside of the central community. Traditionally, they begin work in the early morning hours and are already working by the time service centers are open.

Recommended Program: In order to increase farm worker access to services, the Council proposes to determine the feasibility of collocating the services of the Employment Development Department, the Department of Health Services, the Department of Industrial Relations, the California Department of Education, the Department of Housing and Community Development, the Department of Economic Opportunity (DEO), the Department of Social Services, et al., at a single location that would be readily accessible to the farm worker population. The feasibility of collocating these services onto a mobile service center vehicle, such as a 40-foot van equipped with a computer, would also be explored.

Coordination Required: Training or cross-training may be necessary if services are to be consolidated since employees may be expected to deliver a multitude of services from one location. Training would be expected to include bilingual and bicultural awareness.

Lead Agency: DEO will lead the coordination of this effort.

Outreach/Access Elements: Collocation will enable farm workers to obtain more services at a single location. They will also be able to obtain information about additional services available to them.

Short-Term Impact: Collocation of services can be implemented at several sites within one year. Statutory or regulatory changes should not be needed.

Long-Term Impact: The impact of this recommendation would be to enhance the accessibility of services in the farm worker community.

E. SEASONAL FARM WORKER HOUSING

Problem: Although many issues related to housing were raised during the course of the Council's review, most can be traced back to the inadequate supply of affordable and safe housing that is available to farm workers in California. One of the most critical housing needs identified in oral and written testimony to the Council is seasonal housing, housing available to farm workers as temporary quarters during peak crop-labor periods.

A substantial portion of the existing supply of farm worker housing comes from growers who provide housing on their land. This privately produced housing represents a significant contribution to meeting the housing needs of farm workers. However, spiraling costs coupled with increasingly stringent local regulations on development have chilled growers' interest in providing housing for

their employees. Moreover, much of this employee housing fails to meet the state standards of health and safety causing many farmers, after being cited by the state, to cease providing housing for farm workers. As a consequence, while the farm worker population has grown, the supply of housing has fallen. The 1992 Farm Employers Labor Service Survey found that farmers providing housing to their employees has steadily decreased from 39 percent in 1986, to 27 percent in 1992.

Fiscal limitations have substantially reduced the ability of federal, state, and local government to assist in the development of affordable housing, including housing for farm workers. Private financing for farm worker housing is also limited, particularly since most of the housing needed is for seasonal rather than permanent occupancy.

Recommended Program: The Council recommends a four-pronged strategy to increase the supply of seasonal farm worker housing: 1) form partnerships with local governments to reduce state and local regulations; 2) promote the use of new, more economical housing designs and products; 3) reform existing Housing and Community Development (HCD) programs; and 4) maximize existing financing resources. Also, HCD will work with local governments, agricultural employers, and other state agencies to develop models that will serve as demonstration and educational programs.

- 1. State and Local Regulatory Relief:** Currently local, state, and federal regulations are adding up to \$40,000 to the cost of homes in some California communities. Restrictive zoning, high development fees, and delays in the approval processes are adding premiums that price many homes out of the market. Included are farmers who have little fiscal incentive for investing in housing. HCD will seek to streamline its procedures, consistent with the recommendations of the Governor's Council on California's Competitiveness, to ensure that state regulations are not acting as a barrier to farm worker housing production. In addition, HCD is currently involved in a statewide effort involving public education and legislation toward forging partnerships with local governments to reduce the regulation of housing and make it more affordable.
- 2. New Designs and Products:** An impressive variety of designs and products is emerging from the housing and development and manufacturing industries that offer opportunities for more cost-effective farm worker housing. HCD will promote the use of these innovations and their successful use in local agricultural areas to encourage the formation of the partnerships described above.

Of particular importance to this strategy is expanding the use of manufactured housing products. With a life expectancy of somewhere between 25 and 40 years, the less expensive, partially mobile housing alternative is much more attractive to agricultural employers and fiscally constrained local governments. Design experts from the University of California have estimated that the cost of this type of housing will be approximately \$36,000 for a unit that would house from eight to ten employees.

Recognizing the product's versatility, HCD will promote a variety of new farm worker housing development strategies, proposed by architects and shelter providers, which make more efficient use of land, include dining and bathroom/shower facilities, and present creative approaches to financing and operating the properties.

- 3. Reform State Farm Worker Housing Programs:** Given the magnitude of the housing supply problem facing the farm worker community, the cost of housing construction and rehabilitation, and the current economic constraints of the state and local governments, there are not sufficient funds to meet farm worker housing needs. Therefore, it is essential that existing resources be utilized in the most efficient and effective way possible. HCD's Office of Migrant Services (OMS) operates 27 centers that house farm workers for a maximum of 180 days. The centers are located throughout the state. HCD will put forth a legislative proposal in 1993 to extend the occupancy period. Additional items that will be addressed as part of the OMS reform include:

- a. The use of manufactured housing when replacing or rehabilitating centers.
 - b. Using OMS centers as multi-agency "one-stop" information centers for farm workers.
 - c. Evaluating OMS eligibility criteria to ensure that the individuals with the greatest need are served.
4. **Maximize Existing Financing Resources:** Since the private sector is the primary provider of housing to serve a wide range of needs in California, including those for farm workers, the most meaningful strategy the state can undertake to expand housing supply is to remove regulatory impediments to residential development. Moreover, while the state must continue to vigorously enforce health and safety standards where employers provide private farm worker housing, that effort should be coupled with incentives for preserving the existing housing supply.

History has shown that housing demands in communities at the height of planting or harvesting seasons occur in such extreme magnitudes and with such impermanence that even the most progressive housing markets cannot accommodate them. Consequently, publicly financed housing strategies for temporary or seasonal housing have been pursued in various communities around the state.

As previously noted, some of these publicly funded programs are in need of reform before any new funding is provided. In addition, factors that drive up the cost of housing must be reduced to expand the utility of public funding. Also, the number and availability of various public funding resources need to be identified. For example, at the request of HCD, the U.S. Department of Housing and Urban Development (HUD) agreed to allow the state to use surplus Community Development Block Grant (CDBG) funds to rehabilitate farm worker housing. (HCD receives approximately \$25 million in CDBG funding per year for a number of community development activities, including housing rehabilitation.) In addition, a law recently signed by Governor Wilson will permit the use of surplus redevelopment funds for housing outside the traditional, more urban, "project area" jurisdiction.

Any future discussions addressing the funding of low- and moderate-income housing in California should include an examination of resources available for affordable housing to farm workers. Any program must be designed to substantially leverage other public and private financing resources, such as Farmers Home Administration (FmHA), CDBG, HOME, Community Reinvestment Act (CRA), and local redevelopment funding. The state will aggressively pursue the expanded use of the aforementioned public and private financing resources so that they become useful and dependable farm worker housing tools.

Coordination Required: This initiative will require coordination between HCD and the various state and local agencies involved in housing permits and with the entities that provide funding.

Lead Agency: HCD will serve as the lead agency for this initiative.

Access/Outreach Elements: HCD will increase its communications with local, state, and federal agencies, community-based organizations, and private industry in order to accomplish this initiative. It will continue current statewide efforts involving public education and legislation aimed at forging partnerships with local government to streamline regulations of housing.

Short-Term Impact: The nature of this initiative is such that the short term will likely produce minimal changes in the availability of housing to farm workers.

Long-Term Impact: The long-term impact will be to reverse a troubling trend and result in an increased supply of safe and affordable seasonal housing for farm workers.

F. BILINGUAL CLASSROOM TEACHERS

Problem: There are not enough bilingual classroom teachers and counselors to meet the needs of an increasingly diverse student population including the number of monolingual migrant farm worker children in the California school system. Bilingual teacher training programs at the college level are not attracting and training adequate numbers of bilingual teachers needed for the future. School support staff, such as secretaries, psychologists and speech therapists may not be able to communicate with migrant parents regarding their children's progress. Many times bilingual students are used as translators for newly arrived students or as in class tutors for their own classmates to meet teacher shortages.

Recommended Program: In order to increase the number of bilingual teachers:

1. The Commission on Teacher Credentialing (CTC) will continue to work with teacher training institutions, the California Department of Education (CDE) and school districts to implement the new standards for the preparation and licensing of teachers for limited English-proficient (LEP) students which were adopted by CTC in February of this year. Those new standards will lead to increased numbers of teachers trained to work with the LEP students as well as increased numbers of bilingual teachers..
2. CDE will work with school districts, the California State University (CSU) system and other teacher training institutions to encourage policies, within existing resources, that provide incentives for bilingual teachers. CDE will encourage already credentialed teachers in schools to take course work leading to the supplementary authorization in Cross-cultural Language and Academic Development (CLAD), and encourage districts, within existing resources, to develop training programs to enable teachers to pass CTC's new Cross-cultural Language and Academic Development/Bilingual Cross-cultural Language and Academic Development (CLAD/BCLAD) examinations.
3. CTC and CDE will encourage the community colleges, within existing resources, to consider the expansion of the new Teacher Assistant Associate of Arts degree program with a bilingual option. This program was established by legislation in 1989 (SB 156, Leroy Greene, Chapter 1345, Statutes of 1989) so that students could become licensed bilingual teacher assistants. The course work should include general education and courses that address teaching skills so that graduates could be hired by local school districts as well-prepared bilingual aids. The program should be articulated with four-year college programs so that students could continue to pursue a bilingual teaching credential. CDE and CTC will work with the community colleges to prioritize existing funding or seek new federal or other funding to provide scholarships and training programs for students wishing to enroll in this program.
4. CDE and CTC will work with local school districts to implement the components of SB 1636 (Roberti) -- the California Paraprofessional Teacher Training Program. This is a collaborative effort between the school districts and institutions of higher learning. Even though the Legislature has not funded this program, some school districts have continued to financially support certain components of the plan, such as providing child care for paraprofessional staff attending night classes in pursuit of their bilingual credentials, to the extent that school districts can redirect existing resources, they should be encouraged to develop the components of SB 1636 that will enhance the opportunities for potential bilingual teachers.

Coordination Required: This effort will require coordination between CDE, CSU and other teacher training institutions, CTC, the community colleges and the local school districts.

Lead Agency: CTC has lead responsibility for this initiative with the exception of item 2, above. CDE will have lead responsibility for working with local school districts to develop training programs to enable already credentialed teachers to pass bilingual certification examinations.

Access/Outreach Elements: Those efforts provide districts an opportunity to join in a statewide coordinated effort to increase the number of bilingual classroom teachers and paraprofessionals. Community colleges, school districts, CDE and CTC should provide information on existing programs and emphasize the fact that many local school districts are seeking bilingual teachers and aides. Farm worker families should be encouraged to contact these institutions for information on requirements, scholarships and job opportunities.

Short-Term Impact: Some schools have been unaware of strategies to increase the number of bilingual teachers. These recommendations will provide models for school districts wishing to begin incentive programs to increase the number of bilingual teachers.

Long-Term Impact: Improving the quality of bilingual instruction in local school districts which enroll many migrant farm worker children, will improve their educational progress. They will be well prepared in their primary, as well as, secondary languages which will increase their future career options.

G. EMERGENCY RESPONSE

Problem: California's agricultural industry has faced a number of disasters that devastated the farm worker community. In Tulelake, the delay of the potato harvest left hundreds of farm workers without food, clothing, and shelter. The whitefly infestation in Imperial County and the freeze of 1990 devastated farm workers and growers. Thousands of farm workers were left without jobs and unable to provide their families with the basic necessities. Through each of these disasters, the state has gained valuable experience in improving response efforts to the farm worker community. As a result, it appears that the state has an effective emergency response network in place to deal with an agricultural crisis. However, it is not inclusive of all agencies that provide services to farm workers.

Recommended Program: The Office of Emergency Services (OES) will participate on the Council in an advisory capacity. OES is the state agency responsible for coordinating response and recovery efforts during an emergency. Through their advisory participation, members of the Council will become familiar with OES' role and its emergency response network.

OES works with a variety of agencies and groups regarding emergency planning and preparedness. With regard to state agencies, there are two committees within their network that meet periodically to discuss issues of concern to the participating member agencies. They include the Statewide Emergency Planning Committee (SWEPC) and the State Emergency Public Information Committee (SEPIC).

Any planning or coordination of state resources is done specifically through SWEPC. During a crisis, this committee will meet to identify problems and to coordinate response efforts. Additionally, this committee meets quarterly to discuss any ongoing issues or concerns that may arise. SEPIC, on the other hand, is comprised of state public information officers that ensure information is disseminated in necessary languages to the public during a crisis situation. Each of these officers must receive training on crisis communication.

During the hearings, farm workers expressed concern regarding the state's ability to react immediately to requests for help. The Council's ability to provide effective emergency responses during an agricultural crisis will be strengthened with OES as an advisory member to the Council.

Coordination Required: Effective communication within the emergency response network will require coordination between the participating members of the Council, OES, and federal and local governments.

Lead Agency: OES will be the lead agency for this effort.

Access/Outreach Elements: Communication between the agencies that provide services to farm workers will ensure coordination in delivering appropriate services and resources during an agricultural crisis. In addition, these agencies will have critical and updated information regarding program services available to farm workers.

Short-Term Impact: Sharing of program information will facilitate interagency communication among agencies that do not routinely work together but may have resources or expertise to contribute.

Long-Term Impact: Through experience and better communication between agencies, the state will be able to respond more effectively and appropriately to an agricultural crisis.

H. INTRA- AND INTERAGENCY SHARING OF NONCONFIDENTIAL INFORMATION

Problem: Each of the departments and other entities providing services to farm workers currently collect, process, and array data on farm workers and their families. This ranges from extensive personal and individual information on eligibility forms to aggregate data. Currently there is only minimal sharing of information among and between organizations as data collection is frequently driven by either a legislative or regulatory mandate. The varying nature of programs may result in differing organizations, even within the same department, being unaware of the data collected by others.⁹

Recommended Program: This recommendation is a two phased process. The first phase is to share nonconfidential information that is currently collected by the various entities. Phase two, a longer term initiative which would build upon the results of Phase I, would explore linking or sharing databases.

Although some information is classified as confidential, sharing of nonconfidential information could provide a valuable means of obtaining additional information without an increase in cost. Such information would be useful in planning and targeting services, would increase coordination, and could identify and reduce duplicative efforts.

Implementation of this recommendation will require the following:

1. Determine which organizations collect data on farm workers, the frequency with which data are collected, and how the data are used.
2. Identify nonconfidential data elements that could be shared.
3. Develop a forum or system for sharing information that takes into account both ad hoc requests and ongoing needs.

Coordination Required: Establishing a system for information sharing will take extensive coordination among the agencies that collect data on farm workers, primarily those agencies that are represented on the Council. This includes the Department of Economic Opportunity (DEO) and

⁹See Section III, Matrices I and II for a listing of state agencies providing services to farm workers and their families.

its extensive local network of service providers, the Employment Development Department, the Department of Pesticide Regulation, the Department of Housing and Community Development, the California Department of Education, the Department of Industrial Relations, the Department of Food and Agriculture, the Department of Health Services, and other agencies that will be identified by this effort.

Lead Agency: DEO will take lead responsibility for implementing this recommendation.

Access/Outreach Elements: The additional data available to organizations can provide those entities with valuable information to improve outreach and access.

Short-Term Impact: This effort will facilitate sharing of valuable information about the client characteristics, services utilized, and funds spent, as well as other important data on the farm worker population. The sharing of information will increase intra- and interagency communication, coordination, and collaboration. Moreover, a listing of what data elements are collected, who collects them, what aggregate information is available, and what reports are issued, will provide organizations with an excellent tool for analysis and an opportunity for exploring new and improved service strategies.

Long-Term Impact: After the initial effort is implemented and assessed, the second phase of this initiative will be to explore the feasibility of sharing databases in those cases where there is compatibility. In the long term, this could reduce duplicative databases and data collection efforts, consequently reducing the cost.

OTHER CONSIDERATIONS

In addition to the short- and long-term initiatives discussed above, the Council discussed many other methods of improving the delivery of farm worker services that may be implemented in the future. Some need further exploration to determine if they are practical. Others may need to wait until the foundation of improved coordination, outreach, and access are developed. A few ideas for future consideration are:

Medical/Dental Services for Underserved Areas: Farm workers and their families face a number of notable obstacles to accessing medical and dental services. Typically uninsured for medical services, farm workers, not unlike the uninsured population in general, often find access to health care difficult. While comprehensive health care reform is beyond the purview of the Council, it is recognized that efforts to broaden health care coverage for all uninsured populations, including the farm worker community, would improve access to health care services.

Access to medical care is also restricted by the limited number of primary care providers in the rural areas in which farm workers and their families often reside. In some cases, even when there are providers, some do not accept or limit the number of Medi-Cal eligible clients served.

The ability to attract and retain physicians, nurses, and other medical providers has long been an obstacle to ensuring adequate medical services in rural areas of the state. While the state is currently undertaking efforts to expand the number of providers serving rural areas and farm worker populations (see Initiative K under Short Range), additional innovative recruitment approaches need to be considered, including working with medical schools to explore the use of medical students for some aspects of care and easing the transfer and qualification of foreign-trained physicians who may be available to serve in these areas.

Additionally, lack of transportation and work hours often not compatible with those of medical offices and clinics further restricts access by farm workers to needed medical care.

Lack of health insurance coverage, inadequate numbers of health care providers, and transportation and work hour restrictions too often result in farm workers and their families postponing needed medical care and relying on hospital emergency rooms for their primary care as well as their emergent needs, resulting in poor and costly medical outcomes.

The Council recognizes that the state's network of traditional providers, most notably community-based clinics, represent the central point of access to health care services for farm workers. Currently, the point of access to primary and preventive health care services for farm workers is through Rural Health Clinics and the more targeted Farm Worker Clinics. Recognizing the needs of farm workers, and rural populations generally, the Rural Health Clinic network of 26 clinics is located throughout the state in primarily agricultural areas. The Department of Health Services (DHS) provided \$3,707,000 in structural funding to these clinics in 1991-92. In addition, these clinics are eligible to receive payment through the Medi-Cal program for those clients who are eligible. There are clinics that specifically focus their services to farm workers and received \$996,000 in funds from DHS in 1991-92. All these clinics have a continuing relationship with DHS and are being funded in 1992-93. The Department also provides technical assistance to these clinics in order to assist them to provide the fullest range of services efficiently.

Given the importance of the existing network of traditional providers, the Council believes it is important to work to sustain and, if and when resources are available, expand existing support dedicated to the state's community-based primary care clinics.

Access to primary care for farm workers and their families is a complicated, multifaceted problem that will receive further attention by the Council in its ongoing efforts.

Child care: Farm worker families, like many families with both parents working, face a serious shortage of child care options. The very nature of farm work sets up several barriers to farm worker families obtaining child care. Rural areas generally lack the choices for child care found in more urban areas. Also, farm workers often start very early in the morning and end late in the day - requiring child care for a longer period of time than other workers. Transportation may also be a barrier. Workers are often transported to the worksite by either co-workers or by farm labor contractors and may not have access to transportation to a child care center. This is especially true if the facility is located some distance from the worksite.

Perhaps the greatest barrier to farm workers obtaining child care services is affordability. Even if the other barriers are overcome, the low wages of this population makes child care a luxury that most cannot afford. Consequently, many farm worker families either rely on friends, other family members or take their young children with them. Parents worry about the safety of their children and about them being exposed to pesticides or other hazards.

The Council recognizes the serious need for more child care options in rural areas and for extended care hours for farm worker families. Resource constraints at the state and local levels limit the number of such facilities. In its ongoing work, the Council will research innovative and creative ways to meet this very important need.

Common Application Form for Various Services Available to Farm Workers: Among the barriers to obtaining services is the need to complete extensive application forms for each type of assistance required. The federal government encourages and provides incentives to state agencies to reduce the amount of paperwork required for various program services. Individual departments that manage multiple federal programs are encouraged to share common applicant data to achieve these goals. For example, the Employment Development Department (EDD) is currently establishing a single client database and DHS has established a work group to share client information among programs they administer. These efforts have the potential to significantly reduce the amount of paperwork needed for each program. Other states have undertaken similar efforts.

The Council supports efforts to survey various state agencies, other states, and national associations for other successful models of combined application forms. It also encourages state departments to pursue combining other application procedures and to seek waivers to implement similar efforts.

Info California--Information Kiosks: Info California, the result of a public and private partnership between the Health and Welfare Agency, International Business Machines (IBM), and North Communications, is a network of touch-screen computers installed in specially designed kiosks that have been set up in shopping malls, libraries, and other places frequented by the public. The intent of these kiosks is to improve the quality and timeliness of information provided to the public (the kiosks can operate 24 hours a day); provide new ways of transacting business directly with the public (with the potential of eliminating some application forms, interviews, data entry and delay and error inherent in manual systems); and save the state time and money by electronically providing information in multiple languages at the kiosk rather than over the telephone or in person.

These kiosks are designed to provide information in a single location on numerous programs that are accessed by a common description known to the public: education, employment, environment and resources, family and children, general assistance, health, legal, and business or transportation and vehicles. For EDD, Info California includes a job search program that allows the user to preregister with Job Services. The kiosk asks questions and qualifies the customer for a job category code. The computer then presents the number of jobs currently available in the selected category and the salary range. The customer is instructed to use the keys of the touch-screen to complete an application form. A referral slip is printed out by the kiosk's printer and instructs the client to report to a specific EDD office.

Info California's narration and information is currently available in both English and Spanish. Whether these kiosks could assist farm workers needs to be determined after the current pilot testing of this technology is completed.

RECOMMENDATION #2: Develop Common Definitions of and More Accurate Data on the Farm Worker Population

Problem: There is good evidence that the count of farm workers, especially seasonal and migrant, is seriously deficient. There are many more farm workers in California than official records, such as the Census of Population, indicate. In addition to the undercount of farm workers, there is an undercount of the men, women, children, and infants who constitute the families and dependents of farm workers. In the case of migrant and seasonal farm workers, this lack of accurate numbers is even more pronounced.

Inaccurate data makes it difficult to effectively plan for, provide, and evaluate services to this needy population when one also considers the economic, social, health, and educational challenges facing them. For example, the Department of Labor's Job Training Partnership Act 402 resources are allocated to the states based upon the official U.S. Census of Population counts of farm workers. If the California count is low (some estimates are in the 40 percent category), then the state is receiving less than its fair share of federal funds for JTPA programs.

Other major farm worker assistance programs and services base their allocations on other data sources, some of which are state-produced. There is no single source of data used by all programs.

Current Farm Worker Data Sources: Data are available from a number of sources, none of which is strictly comparable to the other.

1. **The U.S. Census** counts all individuals in the nation as of April 1 of the census year, and is relied upon to determine socioeconomic characteristics of the nation, states, and counties.
2. **The Employment Development Department (EDD)** maintains a wage file (the base wage file) on all workers by Social Security Number (SSN) employed in California. When this file is merged with the Unemployment Insurance (UI) file, the data identifies the worker by the industry of employment (agriculture for example), the location of employment, quarterly wages paid (by employer), and total wages. This would give a count of all persons employed in agriculture at any time during the year.

Another EDD source is the Current Employment Survey of Agricultural Employment (CES-AG). This gives current monthly total agricultural employment, production worker employment, and production workers' average weekly hours worked, average hourly earnings, and average weekly earnings estimates. These data are available, by agricultural industry, for the state and six regions. This is an estimate of people employed during the midweek of the month.

EDD also produces the California Farm Labor Report (Report 881) that lists the weeks of labor needed by major crop and activity, by county, and the prevailing wage. This is not a count of individuals. The report is issued monthly.

Another report produced by EDD is the Agricultural Employment (Report 882) that summarizes data from the quarterly employer tax forms by county and industry. This report contains employment and payroll data.

3. **The Department of Labor (DOL):** Another source of farm labor information is the national Current Population Survey (CPS), a monthly household survey conducted by the Bureau of the Census in DOL. This only counts people currently in the labor force with a known address and is for the midweek of the month. Farm workers might not be well represented in this survey if many of them do not have established addresses.

DOL also sponsors the National Agricultural Workers Survey (NAWS) that is used to determine if there is a shortage of farm workers. This is a sample of 2,500 workers in 72 U.S. counties. This survey obtains demographic data on the workers employed in crop agriculture. Data collected in this survey cannot be expanded to the population since the sample is not stratified to represent the population of farm workers. In addition, this survey does not cover livestock or agricultural services.

4. **United States Department of Agriculture (USDA)** conducts a nationwide Quarterly Agricultural Labor Survey (QALS) that produces quarterly employment statistics for various regions and eleven selected states; California is one of the latter. In 1991, this survey became monthly for the eleven selected states. This survey does not cover the universe of farm workers; it counts field, livestock, and selected agricultural service workers.

Types of Labor Market Data Sources:

1. **Establishment or employer-reported data** are obtained from employers. Most labor market data are obtained from employers because it is cheaper to survey a sample or to take a census of the nation's seven million employers than to interview a sample or census of the 140 million people in the U.S. labor force sometime during each year. Establishment data usually describe jobs. They report, for example, the number of employees, wages paid, hours worked, benefits offered, and duration of employment with the employer.¹⁰

¹⁰Martin, Phillip, and David A. Martin, Coordination of Migrant and Seasonal Farm Worker Service Programs, Administrative Conference of the United States, April 1992, pgs. 41 and 42.

2. **Household data** are collected from individuals and households. These data include the personal characteristics of workers as well as data on spells of unemployment and movement between employers, industries, and occupations. Some household data do not change (race and sex), other data change in a predictable fashion (age), and some can be obtained only through repeated interviews (employment status).¹¹
3. **Administrative data** are collected for tax purposes (quarterly unemployment insurance, UI, reporting), regulatory purposes (farm labor contractor registrations), and funding or client purposes (Migrant Education or Migrant Health intake data). Administrative data can be a census, as are UI or contractor registrations, or samples, as are social service intake or client data. However, tax and regulatory data may be incomplete if employer-reporters have an incentive not to report or to under report employment and wage data. Client or intake data may provide a biased or skewed picture of the underlying population. For example, JTPA 402 data may reflect only the legally authorized farm worker population interested in training, while Migrant Education (ME) data may provide data only on the migratory parents of children age three to 21 the recruiters locate.¹²

It has been suggested that the number and distribution of farm worker data be based on regularly published labor data that are not tied to or generated by any farm worker program and that the characteristics of farm workers that might modify the distribution of funds be based on a revised Census of Population, the Current Population Survey, or an expanded Department of Labor worker survey such as the National Agricultural Worker Survey (NAWS). This could be an annual, biennial, or quinquennial estimate of the target population of farm workers in each state and, if needed, in each county.¹³

Some service providers create their own estimate of their client base.

Varying Definitions of Farm Worker Populations

Each of the federal farm worker assistance programs has a unique definition of the migrant and seasonal workers who are eligible for services. These definitions differ, for example, in the border that must be crossed to be considered a migrant, in the type and amount of qualifying work that must be done, and in how long migrant workers can continue to receive services after they have stopped migrating. These differences in definition mean that each farm worker assistance program has a unique target population, distinct outreach workers and intake forms, and usually separate facilities that may be able to serve some farm workers but not others.¹⁴

To define the target population and determine eligibility for services, at least six steps must be followed. First, it is necessary to define "agriculture." Second, the term "farm worker" needs to be defined. Third, "migrant" should be defined. Fourth, the look-back period should be identified. A look-back period is generally understood to mean how long a period an individual has been a migrant farm worker based on their employment history. This period ranges from 12 months to six years in current farm worker programs. The fifth step involves more detailed criteria for eligibility, such as the age ranges to be covered. And sixth, the program must decide exactly where and in what manner to provide services to those eligible.¹⁵

It has never been easy to define migrant and seasonal farm workers, or to agree on their number, characteristics, and distribution. Many farm worker advocates blame governmental indifference for the persisting disagreements over how many farm workers there are. A reason for lack of reliable data on farm workers is that migrant farm workers are hard to define. Logically, migrant is an attribute of a

¹¹Ibid., p. 42.

¹²Ibid., p. 42.

¹³Ibid., p. 38.

¹⁴Ibid., p. 47.

¹⁵Ibid., p. 47.

subset of persons whose occupation is farm worker. U.S. labor force data can apply age, sex, or race attributes to workers in particular occupations and industries, but they cannot distinguish migrants from other workers.¹⁶

Most federal service programs try to determine the number and distribution of their target population and then allocate funds to areas with eligible clients in proportion to their share of the national need. The number and distribution of target populations are established by decennial Census data. However, migrant farm worker programs are different. Only the JTPA 402 assistance programs allocate funds to states on the basis of Census data. The other migrant assistance programs rely on their own data systems or they ask grantees who apply for funds to prove that there is a target population to be served. For example, Migrant Education funds are allocated on the basis of an ME-specific counting system, the Migrant Student Record Transfer System (MSRTS). The Migrant Head Start (MHS) and Migrant Health (MH) programs require applicants for funds to demonstrate the existence of a needy target population in the area to be covered by the grant. National administrators in such grantee-driven programs agree that there is no reliable system in place to ensure that the distribution of funds is related to the distribution of the target population instead of the best grant application.¹⁷

Recommended Program:

1. **Establish a task force of public and private agency representatives and other interested parties.** Participants would include such state departments as EDD, the Department of Food and Agriculture, the California Department of Education, the Department of Health Services, the Department of Economic Opportunity, the Department of Finance, and such others as the State Monitor Advocate, JTPA 402 Grantees, and farm worker researchers.
2. **Develop an implementation plan to:**
 - a. Determine what data are needed.
 - b. Define the terms for which to gather data.
 - c. Review existing data and its reliability.
 - d. Determine the definitions and data needs of service providers and regulatory agencies.
 - e. Identify unmet data needs.
3. **Develop alternative proposals and cost estimates to meet data needs.**
4. **Once improved farm worker data are developed, plan for and implement procedures for using these data in various allocation formulas to benefit California migrant and seasonal farm workers.**

Lead Agency: EDD will have lead responsibility for coordinating this effort.

¹⁶ibid., p. 37.

¹⁷ibid., p. 39.

RECOMMENDATION #3: Continue the Farm Worker Services Coordinating Council

Given the complexities of the social and economic problems farm workers face, the longstanding nature of these problems, the contributions farm workers make to the economy of the State of California, and the challenges state agencies face in serving this population appropriately, it is essential that there continue to be attention focused on the needs of farm workers. The hearings and the activities of the Farm Worker Services Coordinating Council must be seen as the beginning of a process, not the end. It is apparent from the hearings that there are many opportunities for state agencies to serve this client population better. The continuation of the Farm Worker Services Coordinating Council beyond its original termination date of December 31, 1992 is one means to assure the problems identified in 1992 will continue to be addressed. The members of the Council unanimously agree that the continuation of the Council is necessary not only to focus attention on farm workers' needs but also to ensure the projects and the proposals recommended by the Council in this report are carried forward with commitment and enthusiasm.

The proceedings of the Council highlighted the continuing need for state service providers to improve and increase their efforts at coordination, at all levels. Coordination within individual state agencies, coordination between state agencies, coordination with local government and community-based organizations, and coordination between various local programs funded by state agencies all need to be significantly improved. This coordination is essential if the barriers to serving the farm worker population are to be eliminated.

The membership of the Council will include the following agencies, departments, organizations, and individuals. Several new members have been added to enhance coordination.

1. Secretary of Health and Welfare Agency, Chair
2. Director of Department of Food and Agriculture
3. Director of Department of Industrial Relations
4. Secretary of the Office of Child Development
5. Department of Education
6. Director of Department of Finance
7. Director of Employment Development Department
8. Director of Department of Health Services
9. Director of Department of Housing and Community Development
10. Director of Department of Economic Opportunity
11. Director of Department of Pesticide Regulation
12. Director of Department of Social Services
13. Director of Office of Environmental Health Hazard Assessment
14. Advisory member from the agricultural industry
15. Advisory member from a Job Training Partnership Act 402 grantee
16. Advisory member from the Office of Emergency Services
17. Advisory member who is a farm worker
18. Advisory member who is a farm labor contractor

Other members can be appointed on a temporary basis for a limited term as needed to accomplish the aims of the Council.

The Council will continue to work toward developing uniform and coordinated administrative policies and procedures for state agencies relative to farm worker programs.

The roles and activities of the Council will be the following:

- Provide policy recommendations to the Governor on issues pertaining to programs and services offered to farm workers and their families by state agencies.
- Coordinate services to farm workers in a manner that maximizes efficiency and accessibility while eliminating duplication and overlap.
- Serve as a focal point for the review and discussion of federal programs and policies that will impact the delivery of services to farm workers in California.
- Encourage coordination among agencies that serve farm workers at the local level.
- Initiate efforts designed to enhance service delivery to farm workers and their families.

The Council will meet at least twice each year. Working groups composed of members from the various departments and agencies will meet more often in order to carry out the roles and activities of the Council. The Council will report annually to the Governor on its activities.

The Council's progress and implementation of the initiatives will be assessed beginning next year. The assessment report will provide a qualitative analysis of how the Council and participating agencies and departments are able to meet their goals and objectives.

**IV. EXISTING SERVICES TO FARM WORKERS AND
THEIR FAMILIES IN CALIFORNIA**

IV. EXISTING SERVICES TO FARM WORKERS AND THEIR FAMILIES IN CALIFORNIA

**Prepared for the Farm Worker Services Coordinating Unit
by Mr. Donald G. Bennett, Project Consultant and
Ms. Martina Acevedo, Research Associate
California State University, Fresno**

The purpose of this section is to identify and describe those social programs and governmental services available to farm workers and their family members in California. The programs and services are organized and displayed in two matrices: (1) those programs and services designated specifically for farm workers (Matrix 1); and (2) those general programs and services that include a significant farm worker client population (Matrix 2). In this section, a social program is defined as a direct service to farm workers and their families, such as housing, health, education, and employment and training. A governmental service is an activity performed by an agency of the government designed to indirectly assist farm workers. Examples of these services include labor law and safety enforcement, labor market information, and research. Also included in this report is a written description of each program or service, including the source and amount of funding.

It is difficult to determine the exact amount of money allocated to farm worker programs and services. There is a wide range of social programs and governmental services available to all residents of California, including farm workers. It is likely that some farm workers and family members are participants in these programs. However, social service agencies do not identify their clients by occupational category.

There are other programs and services available to residents of rural and agricultural areas that serve primarily a Hispanic population. It is likely that these programs serve a significant number of farm workers due to the location and the type of services offered. These programs and services are identified and displayed in Matrix 2 of this study.

In Matrix 2, eight programs are identified that provide direct social services. It is likely that farm workers and family members participated in these programs. However, the exact amount of farm worker participation is not available. The amount of money allocated to the direct programs listed in Matrix 2 is \$96,831,765. In addition, there are four programs that provide governmental services. Funding for these programs totaled approximately \$20,843,434. Total funding for programs and services in Matrix 2 for 1991-1992 was approximately \$117,675,199.

The programs and services identified and listed in Matrix 1 are those activities designated specifically for farm workers. To be eligible for these programs and services the client must be a current or former farm worker. This investigation identified a total of 33 social programs and governmental services designated specifically for farm workers. The total annual funding for these programs and services in 1991-1992 was \$234,918,343.

This figure represents the activities of 18 social programs and 15 governmental services. The amount of money allocated for direct social programs to farm workers and family members is \$202,589,353. The amount of direct governmental services to farm workers is \$32,328,990.

The total amount of money for programs and services available to farm workers and family members reported in both matrices of this study is approximately \$352,593,542.

The amounts given are not precise totals. This search was complicated by the fact that the fiscal year is different between programs, agencies, and organizations. Moreover, most of the general social service programs do not use a tracking system to identify their clients as farm workers. Some farm workers and family members who receive services from the various social programs and governmental agencies are not included in this study. Time did not permit the investigation of those farm workers who receive unemployment insurance, state disability insurance, and workers compensation insurance. It is also possible that local programs that serve a Hispanic and/or a farm worker client group may have been overlooked. There was one regional farm worker program operator who did not participate. This is one program that is not listed in this study.

Background

The investigation found a wide range of social programs and governmental services available to residents of California, including farm workers. Each program has well-defined criteria for eligibility. A common criteria for many of the programs is family income. To be eligible, the individual or family must earn an annual income that is below the federal poverty level. Since many farm workers are only seasonally employed, they meet the income criteria for most of the social service programs.

It is clear that farm workers qualify for many of the social programs and governmental services available to low-income residents of the state. One consideration was to list every social service program and governmental service available to all low-income residents since most farm workers meet the income eligibility criteria. This idea proved to be unmanageable and did not fit with the intent of the study to look at specific farm worker programs.

Another idea was to list all of the social programs that operate in rural and agricultural areas. Since most farm workers live in rural areas, it is likely that at least some farm workers and their family members participate in some of the social programs available in rural areas. Most of the general social service programs operating in rural areas are the same as in urban areas, such as Aid to Families with Dependent Children (AFDC), Medi-Cal, Food Stamps, and Unemployment Insurance. Basically there is no difference in this approach than in the first idea to identify and categorize every social service program.

After careful consideration, it was decided to limit the scope of this study and to identify only those social programs and governmental services that can fit one of two categories: (1) a program and service that is designated specifically for farm workers; and (2) a program and service that serves a significant farm worker client population. The programs and services in the second category are usually operated by a community-based organization (CBO) located in a rural agricultural area that serve a Hispanic and farm worker client population.¹⁸

The program and services listed and described in the first category, or matrix, are those programs designated specifically for farm workers. Federal and state legislation establishes specific social service programs designed only for those individuals who qualify as a migrant and seasonal farm worker. Examples of these programs include farm labor housing programs, employment and training activities, migrant education, migrant health, and other social programs. Also, there are a few governmental programs that have a legislative or administrative "set-aside," or a percent of the total amount of funds designated specifically for farm workers. Those programs with a designated farm worker "set-aside" are also reported in this category.

There are governmental labor law and safety enforcement services available designed to protect the rights and safety of farm workers at the workplace. These services are included in this category of the study.

The programs and services presented in the second category are those activities that serve a significant farm worker client population. The programs and services in this category were more difficult to define. It is clear that farm workers participate in the general social service programs, but it is impossible to determine the exact extent of their participation. Most social service agencies do not identify their clients by occupational category. However, certain community-based organizations such as the Job Training Partnership Act (JTPA) 402 program operators, deliver a wide range of programs designed primarily for a Hispanic and farm worker client population. Therefore, it is likely that a significant number of farm workers participate in those programs delivered by these program operators.

There are other programs that serve a large Hispanic client population, such as the Amnesty Education Program Adult Education, and Limited English Proficiency. These programs that offer services in rural and agricultural areas are likely to have a significant number of farm workers and family members participating in the programs. However, the exact number cannot be determined. Since these programs meet the special needs of the farm worker population, they were included in the study.

¹⁸Although there are employer provided services to farm workers, quantifiable data were not available. The focus of this report is on state services for farm workers.

There are two other kinds of governmental services that are available to farm workers that were included in this study. The two governmental services include: (1) labor law and safety enforcement services; and (2) farm worker research. In most cases, these activities do not represent a direct service to farm workers but are designed to assist workers by better understanding and improving the conditions of employment.

There is a significant amount of governmental resources allocated to the enforcement of various federal and state farm labor laws and safety regulations. In some cases, the laws and regulations are designed specifically for jobs in agriculture, such as the federal Migrant and Seasonal Agricultural Protection Act (MSPA), and the state Agricultural Labor Relations Act (ALRA). In other cases there are labor laws and safety regulations designed to protect all workers in all industries. The labor laws and safety regulations that apply only to jobs in agriculture are categorized as a service designed specifically for farm workers.

There was some discussion about excluding the general enforcement activities from the study. Since jobs in farming represent only a small segment of the total California labor market, it should receive only a proportionate share of the enforcement resources. But this is not the case. Jobs in agriculture receive a significant share of the governmental resources allocated to labor law and safety enforcement. The governmental service of enforcing the general labor laws and safety relations serves a significant farm worker population and is included in the second category.

There is another special category of governmental funding that is represented in this study. This is the category of farm labor and safety research. There is a significant amount of money being allocated to research on such topics as: farm worker health, safety, employment statistics, conditions of employment, information about farm owners, and farm labor contractors. Any effort to improve the coordination of farm worker services should include those projects involved in farm worker research.

Matrices

The information collected about the social programs and governmental services available to farm workers is organized and presented in two matrices. The first matrix includes those programs and services that receive funding specifically designated for farm workers. The second matrix catalogues those general programs and services that include farm workers as a significant client population.

The matrices are identical in design. Across the top of the page is the listing of eight (8) program categories: Housing, Employment and Training, Education, Health, Labor Law and Safety Enforcement, Research, and Other. On the left side of the matrix are the four sources of funding: federal, state, local, and private.

The information displayed on the matrices is limited to the program name, department or organization, and funding amount. This was done to conserve space and to make the matrices easy to read.

Each social program and governmental service is listed in the appropriate program category by the original source of funding. As an example, the program Farm Labor Housing, appears in the first matrix (a program designated specifically for farm workers), in the category or column of Housing and is in the block designated for federal funding. In other words, the Farm Labor Housing program is a federally funded program designed specifically for farm workers.

Programs and Services Designated Specifically for Farm Workers

The following narrative represents a brief description of the programs and services listed in each section on the matrices. The first paragraph represents an overview of the programs and services listed in each section, including the total funding amount for the programs and services in that section. This is followed by a brief description of each program and service plus the funding amount for each activity.

Matrix 1		PROGRAMS AND SERVICES DESIGNATED FOR FARM WORKERS AND THEIR FAMILIES		
Source of Allocation	Housing	Employment and Training	Education	
Federal	<p>\$27,300,000</p> <ul style="list-style-type: none"> •Farm Labor Housing •Farmers Home Administration 	<p>\$427,944</p> <ul style="list-style-type: none"> •Monitor Advocate Office •Employment Development Department <p>\$22,597,507</p> <ul style="list-style-type: none"> •Farm Worker Employment and Training •U.S. Department of Labor (JTPA 402) <p>\$750,000</p> <ul style="list-style-type: none"> •Agriculture Employment Services and Wage Survey •Employment Development Department 	<p>\$2,140,000</p> <ul style="list-style-type: none"> •Federal Based Migrant Child Development Program •California Department of Education <p>\$14,000,730</p> <ul style="list-style-type: none"> •Migrant Headstart •Health and Human Services, Headstart Bureau <p>\$97,000,000</p> <ul style="list-style-type: none"> •Migrant Education •Health and Human Services, Headstart Bureau 	
State	<p>\$2,916,000</p> <ul style="list-style-type: none"> •Farm Worker Housing Grant Program •Department of Housing and Community Development <p>\$6,700,000</p> <ul style="list-style-type: none"> •Office of Migrant Services •Department of Housing and Community Development <p>\$10,000,000</p> <ul style="list-style-type: none"> •Office of Migrant Services/Bond Allocation •Department of Housing and Community Development 		<p>\$8,168,000</p> <ul style="list-style-type: none"> •State Based Migrant Child Development Program •California Department of Education 	
Local				
Private				

Matrix 1

Health	Labor Law & Safety Enforcement	Research	Other
<p>\$5,377,519</p> <ul style="list-style-type: none"> •Migrant Health Program •Department of Health and Human Services 	<p>Funding Amount Not Available</p> <ul style="list-style-type: none"> •Migrant and Seasonal Agricultural Worker Protection, Wage and Hour •U.S. Department of Labor 	<p>\$250,000</p> <ul style="list-style-type: none"> •NURSE Project, Nurses Using Rural Sentinel Events •California Occupational Health Program, California Public Health Foundation <p>\$340,000</p> <ul style="list-style-type: none"> •California Occupational Health Program, (SENSOR) Sentinel Event Notification System for Occupational Risks •Department of Health Services <p>\$880,000</p> <ul style="list-style-type: none"> •Agricultural Health and Safety Research and Outreach •U.C. Agricultural Health and Safety Center at Davis <p>\$150,000</p> <ul style="list-style-type: none"> •California Agricultural Health and Safety Promotion System •University of California Cooperative Extension <p>\$250,000</p> <ul style="list-style-type: none"> •Farm Family Health and Hazard Survey •Department of Health Services <p>\$671,174</p> <ul style="list-style-type: none"> •Labor Market Information Division, Special Project Unit •Employment Development Department <p>\$52,000</p> <ul style="list-style-type: none"> •Labor Market Conditions of California, Mexico Tomato Industry Study •California Institute for Rural Studies Davis, California 	<p>\$380,670</p> <ul style="list-style-type: none"> •Homeless Program •Department of Economic Opportunity <p>\$3,199,983</p> <ul style="list-style-type: none"> •Community Services Block Grant •Department of Economic Opportunity <p>\$45,000</p> <ul style="list-style-type: none"> •Migrant Farm Worker Program, Alcohol and Drug Abuse Prevention Project •Fresno County Hispanic Commission on Alcohol & Drug Abuse Services, Inc. <p>\$134,436</p> <ul style="list-style-type: none"> •Housing Inspections •Employment Development Department <p>\$1,300,000</p> <ul style="list-style-type: none"> •Migrant Farm Worker Project •California Rural Legal Assistance
<p>\$996,000</p> <ul style="list-style-type: none"> •Seasonal Agricultural and Migratory Workers Health Program •Department of Health Services 	<p>\$5,700,000</p> <ul style="list-style-type: none"> •Agricultural Labor Relations Board <p>Funding Amount Not Available</p> <ul style="list-style-type: none"> •Cal/OSHA Field Sanitation Standard •California Department of Industrial Relations, Division of Occupational Safety and Health <p>\$22,941,380</p> <ul style="list-style-type: none"> •Worker Health and Safety Branch •Pesticide Enforcement Branch •Department of Pesticide Regulation •California Environmental Protection Agency 		<p>Funding Amount Not Available</p> <ul style="list-style-type: none"> •Farm Workers Services Coordinating Council •State of California Health and Welfare Agency
<p>\$40,000</p> <ul style="list-style-type: none"> •Farm Work Occupational Safety and Health Education Program •Agricultural Workers and Health Centers, Inc. 		<p>\$210,000</p> <ul style="list-style-type: none"> •Farm Worker and Agricultural Research Projects •California Institute for Rural Studies Davis, California 	<p>Funding Amount Not Available</p> <ul style="list-style-type: none"> •Collective Bargaining Representation •Farm Worker Unions (11)

Matrix 2		OTHER PROGRAMS LIKELY TO SERVE FARM WORKERS AND THEIR FAMILIES IN RURAL AREAS		
Source of Allocation	Housing	Employment and Training	Education	
Federal		\$22,675,545 •Employment and Training Assistance for Dislocated Workers •Employment Development Department \$15,461,545 •Job Training Title IIA •California Department of Education	\$40,827,000 •Amnesty Education Program •California Department of Education \$851,448 •Adult Education, Limited English Proficiency •California Department of Education	
State	\$1,405,434 •Employee Housing Program •Department of Housing and Community Development	\$15,461,545 (Matching Funds to Federal Allocation Above) •Job Training Title IIA •California Department of Education		
Local				
Private				

Matrix 2

Health	Labor Law and Safety Enforcement	Research	Other
	Funding Amount Not Available •Employment Standards Administration, Wage and Hour Division •U.S. Department of Labor		\$421,494 •Energy Crisis Intervention Program •Department of Economic Opportunity \$561,328 •Low Income Home Energy Assistance Program •Department of Economic Opportunity \$550,000 •Community Services Block Grant, Annual Discretionary Funds •Department of Economic Opportunity
	\$19,438,000 •Division of Labor Standards Enforcement •Department of Industrial Relations Funding Amount Not Available •Cal/OSHA General •Department of Industrial Relations		\$10,000 •Immigrant Project •El Concilio de Fresno, Inc.
			\$11,860 •Immigrant Project •El Concilio de Fresno, Inc.

Housing

The total funding for farm worker housing in California is \$46,916,000. Funding is received from two different sources, federal and state. The federal program is administered by Farmers Home Administration (FHA) and the state programs are administered by the Department of Housing and Community Development (HCD).

The Farm Labor Housing program set up by Farmers Home Administration under Section 514 and 516 of the Housing Act of 1949 provides housing to low- to moderate-income farm laborers. The program is administered through five district offices in California. Federal funding for 1991-1992 was \$27,300,000.

The three state programs offered by the Department of Housing and Community Development are: the Farm Worker Housing Grant Program, Office of Migrant Services (OMS), and OMS/Bond Allocation. Total state funding for these programs was approximately \$19,616,000.

The Farm Worker Housing Grant Program provides funding for housing development expenditures related to year-round housing for low-income agricultural workers. That includes construction and rehabilitation of existing housing as well as other costs. Funding awards for Farm Worker Housing Grants for July 1991, went to 14 sponsors (\$2,916,000).

OMS, in coordination with existing programs and agencies, provides affordable shelter and other services to migrant farm worker families. Other services available to resident families may include day care and summer school for children, Mini Corps education tutoring, Medi-Cal and nutritional services, counseling, and other referral services. HCD contracts with 15 local government agencies for the management and operation of 26 migrant agricultural housing centers (\$6,700,000).

Bond allocations, also offered through OMS, provide grants for the development or replacement of migrant housing communities for lower-income migrant agricultural employees and their families. Three organizations received OMS bond funds in 1992 (\$10,000,000).

Employment and Training

The total funding for farm worker employment and training in California is \$23,775,451. These moneys are all received from the Department of Labor (DOL) and are used for three programs.

The Monitor Advocate Office (MAO) functions out of the Employment Development Department (EDD) for the purpose of enhancing the provisions of migrant seasonal farm worker services. MAO staff perform a variety of functions on behalf of the migrant seasonal farm worker to assist them in their needs for employment, training, and referral to supportive services (\$427,944).

The largest federally funded program for employment and training is the Farm Worker Employment and Training Program which was established under the Job Training Partnership Act, Title IV, Section 402. This grant provides a comprehensive program of training and services leading to increased economic self-sufficiency for participants through greater access to employment opportunities. There are five grantees in California. They are often referred to as 402 agencies (\$22,597,507).

The Agriculture Employment Services and Wage Survey Program is administered through EDD for staff support to provide technical assistance and direction to agricultural business representatives located in EDD field offices (\$750,000).

Education

The total funding for migrant education in California is \$121,308,730. Moneys are received from two sources, federal and state. Federal funding totals \$113,140,730 while state funding totals \$8,168,000. Two of the federal programs are administered by the state while the third provides money directly to grantees for the delivery of services.

The federally based Migrant Child Development Program is federally funded under Education Consolidation and Improvement Act (ECIA) Chapter 1 Migrant Education. These educational funds are used for implementing and administering Migrant Child Development programs under the jurisdiction of the Child Development Division with the California Department of Education. There are five contracts in California that provide services at 17 sites (\$2,140,000).

Migrant Headstart is one of two major federally funded programs for serving the migrant population in education. The purpose of this program is to provide child development services to migrant farm worker families and their children from three to five years of age. There are five target area programs for child development and six grantees in California (\$14,000,730).

Migrant Education is the second major federal program for serving the educational needs of migrant seasonal farm workers and their families. Services for migrant students at the regional level include instructional tutoring, after school, inter-session, summer school, Saturday school programs, academic counseling for secondary students, preventive health services, limited follow-up health care and health education, advocacy for migrant families, and interagency coordination. Services are provided through 18 regional Service Agreement Units, which are county or local school districts (\$97,000,000).

The state based Migrant Child Development Program provides all day child care and developmental services that include cognitive, social-emotional and physical development, nutritional service, health and dental screening, referral for health and social services, parent education and involvement, staff development and community involvement. Infants, toddlers, and preschool age children of current and former migratory workers are the target population of this program. There are 18 contracts that provide services at 44 sites (\$8,168,000).

Health

The total funding for farm worker health in California is \$6,413,519. Funding is received from three sources, federal, state, and private. Federal funding totals \$5,377,519, state funding totals \$996,000, and private funding totals \$40,000.

The Migrant Health Program is one of four major federal programs set up for migrant farm workers. The federal Migrant Health Program is administered by 14 migrant health centers in California. The migrant health centers provide comprehensive primary health care to migrant and seasonal farm workers and their families (\$5,377,519).

The Department of Health Services receives state funds for the Seasonal Agricultural and Migratory Workers Health Program that is administered by community health clinics in high farm worker impact areas of the state. There are currently nine community health clinics in California. These clinics provide primary health care services, health education programs, nutrition education, and outreach to farm workers and their families (\$996,000).

The Agricultural Workers Health Centers, Inc. offers the Farm Work Occupational Safety and Health Education Program that is funded by the Sierra Foundation. The purpose of this program is to reduce illness and injury associated with farm work. Through this program, farm workers are provided with direct training in English and Spanish on occupational health and safety issues such as pesticide safety, tractor safety, back injuries, dairy safety, eye injury, shop, and ladder safety. Services were provided by the Agricultural Workers Health Center in San Joaquin County (\$40,000).

Labor Law and Safety Enforcement

Both the federal and state government share a responsibility to enforce various labor laws and safety regulations. DOL enforces the Migrant and Seasonal Agricultural Worker Protection Act (MSPA). This act requires agricultural employers to observe certain standards regarding wages, working conditions, record keeping, housing, and transportation when employing migrant and seasonal farm workers. There

is no specific amount of money allocated to this enforcement function. The enforcement of the MSPA regulations is one of the job responsibilities of DOL's, Wage and Hour Division.

The state has three labor law and safety enforcement activities directed specifically for jobs in agriculture. The total amount of state money allocated to the enforcement of labor laws and safety regulations is at least \$28.6 million.

The labor law and safety enforcement activities with a direct budget allocation for agricultural enforcement activities include the Agricultural Labor Relations Board (ALRB) and the Department of Pesticide Regulation.

The Agricultural Labor Relations Act (ALRA) assures farm workers the right to bargain collectively with their employers on issues regarding wages, benefits, and conditions of employment. The state enforcement agency is ALRB (\$5,700,000).

The second state funded labor and safety activity enforces laws and regulations regarding the use of pesticides. The laws are enforced by a combination of staff assigned to the California Environmental Protection Agency, and the county agricultural commissioner. The money comes from three sources: federal, state general fund, and the agricultural fund (\$22,941,380).

The state Division of Occupational Safety and Health (Cal/OSHA) enforces a special section of the state safety regulations regarding the availability of field toilets, hand washing facilities, and potable drinking water. There is no direct budget allocation for this enforcement service. This specialized enforcement activity is included in the overall budget of the division.

Research

The total funding for farm worker research in California is \$2,803,174. Most of the research money comes from the federal government, except for \$210,000 received by the California Institute for Rural Studies from various private foundations.

The largest provider of federal research money is the National Institute of Occupational Safety and Health (NIOSH) with a total allocation of \$1,620,000 to fund four projects. The four projects are as follows:

1. Nurses Using Rural Sentinel Events (NURSE). This project is a descriptive study designed to determine the frequency of injuries in food processing plants and agricultural sites in Fresno and Monterey counties (\$250,000).
2. Sentinel Event Notification System for Occupational Risks (SENSOR). This project is developing a model occupational disease surveillance program and is working with selected health care providers in Fresno, Madera, and Tulare counties to report cases of occupational pesticide illnesses (\$340,000).
3. U.C. Agricultural Health and Safety Center at Davis. The Center funds nine research and outreach projects related to occupational health and safety in agriculture (\$880,000).
4. California Agricultural Health and Safety Promotion System. The goal is to reduce the incidence of injury and illness in California agriculture through coordinated outreach prevention programs; implement programs to prevent agricultural injury and illness; and to develop and publish an annual record of program achievement with emphasis on outcomes (\$150,000).

The federal Center for Disease Control is providing \$250,000 to fund the Farm Family Health and Hazard Survey. This study describes and quantifies injury and access to health care among farm workers, farm owners, and farm operators.

The Employment Development Department directs \$671,174 of federal Labor Certification funds to conduct seven agricultural research projects.

1. The collection and publication of the monthly report, Current Employment Statistics, Agriculture (CES-AG) (\$318,171).
2. A study on farm labor contractors in California (\$119,461).
3. A survey of the employment practices of the nursery industry (\$56,351).
4. A study of California raisin growers and workers (\$41,739).
5. A study of farm workers in Central California (\$51,382).
6. A farm labor contractor personnel management conference planned for February 1993 (\$15,000).
7. A study of farm owners and operators about hiring practices (\$69,070).

The California Institute for Rural Studies in Davis received \$52,000 from the federal Commission on Agricultural Workers (CAW) to study the labor market conditions of the fresh market tomato industry in California and Mexico.

A number of private foundations contributed a total of \$210,000 to the California Institute for Rural Studies in Davis to conduct four research activities.

1. Indigenous Migrant Farm Workers in California Agriculture. This was a cooperative project between scholars and subjects to identify the extent of indigenous migration from Oaxaca and Southern Mexico to California (\$80,000).
2. Summer Research Fellowships. Two graduate student fellows received funds to conduct research on the health status of immigrants of Mixtec descent.¹⁹
3. Farm Labor Market Study. This study reviewed the current farm labor market conditions in key states (\$50,000).
4. Proyecto Laboral Agricola. This project brings researchers, activists, and community representatives together to address causes of poverty among farm workers (\$60,000).

Other

A variety of other services and programs for farm workers were also identified in this study. These activities did not fit the other categories in terms of type of services delivered. The funding in this category was approximately \$5,060,089 for 1991-1992. Funding was received from three sources, federal, state, and private. Federal funding was \$5,093,422. State and private funding totals were not available.

The Department of Economic Opportunity (DEO) receives federal funds for grant allocations for the Stewart B. McKinney Homeless Program. The money provided for this program is a ten percent set-aside specifically for serving the farm worker population. The basic purpose of this program is to expand comprehensive services to homeless individuals and to provide follow-up and long-term services to enable homeless individuals to make the transition out of poverty. There are four service providers with a total of 46 provider locations (\$380,670).

¹⁹Mixtec: Any member of a large tribe of American Indians who live in the Mexican states of Oaxaca, Guerrero, and Puebla.

The Community Services Block Grant (CSBG) also includes a ten percent set-aside federal grant that is distributed through DEO. A variety of activities are included: employee assistance, vocational training, education, career development, transportation assistance, alcohol and drug abuse, nutrition counseling, English as a second language (ESL), emergency assistance, child care, health education, financial assistance, outreach and referral, food distribution, translation services, economic development, resource services, and a variety of other services. There are currently four grantees with a total of 46 provider locations (\$3,199,983).

The Migrant Farm Worker Program, Alcohol and Drug Abuse Prevention Program receives federal money, and is administered by Fresno County Hispanic Commission on Alcohol and Drug Abuse Services, Inc. Although there are 38 agencies in California, the Fresno office is the only agency who receives these moneys specifically for farm workers. The purpose of the program is to reduce the incidence of alcohol and drug abuse problems in rural areas of Fresno County via substance abuse education to farm workers and their families (\$45,000).

The Housing Inspections Program is administered through EDD and federally funded through DOL. Funds are provided to reimburse the EDD field offices for costs incurred for inspecting housing provided to farm workers as a condition of recruiting farm workers beyond a reasonable commute from the location of employment. Farm workers served in this instance are over 90 percent sheepherders (\$134,436).

The Migrant Farm Worker Project that is administered by California Rural Legal Assistance (CRLA) is also federally funded. The purpose of this project is to provide free legal services to income-eligible farm workers. There is one administrative office as well as 15 other offices, five of which specifically offer migrant services (\$1,300,000).

Collective bargaining representation is typically a program that is provided by farm worker unions to their members. The unions represent farm workers on issues related to collective bargaining, benefits and working conditions. The union may also provide the management of health insurance, pension plans, loans, medical programs, and a variety of other services. There are eleven (11) unions registered with California's Agricultural Labor Relations Board. Funding is usually attained through membership fees and private donations (\$ not available).

General Programs and Services that Include a Significant Farm Worker Population

Housing

Total funding for housing related services that farm workers benefit from is \$1,405,434. Funding is received from a state source for the Employee Housing Program. Under this program, the Department of Housing and Community Development promulgates regulations for maintenance, use, and occupancy of privately owned and operated employee housing camps. State and local governments enforce the regulations (\$1,405,434).

Employment And Training

The total funding for employment and training related services that farm workers utilize is approximately \$53,598,635. Funding is received from two sources, federal and state. Federal funds make up the larger portion of these allocations at \$38,137,090, while state funding totals \$15,461,545.

Employment and Training Assistance for Dislocated Workers is a program that was set up under JTPA, Title III. Although the services are not primarily focused on farm workers, a large number of farm workers have benefited from the program. Title III services are aimed at benefiting the community as a whole and may include: rapid response assistance in the event of a massive layoff or plant closure,

basic readjustment services, retraining services, and needs-related payments to participants. The federal funds for this program are distributed by EDD to provide services through 52 Service Delivery Areas (SDAs). These SDAs may, in turn, contract with various service providers in the community to provide Title III services (\$22,675,545).

Under the Job Training Partnership Act, Title II-A, the State Education Coordination Grants program receives federal as well as state matching funds to provide educational services to clients who are economically disadvantaged. Seventy-five percent of the recipients must be economically disadvantaged. The remaining clients must have verifiable barriers to employment. Education services include, but are not limited to: basic education, General Equivalency Diploma (GED) preparation, and English as a Second Language (ESL). Services are provided at about 200 sites that include local education agencies, community-based organizations, and community colleges (federal-\$15,461,545; state-\$15,461,545).

Education

The total funding for educational services that may also benefit farm workers as a client population for 1991-1992 was approximately \$41,678,448. Funding was provided from federal sources. The moneys provide amnesty education and adult education.

The Amnesty Education Program is federally funded under the Immigration Reform and Control Labor Act (IRCA) through the State Legalization Impact Assistance Grants (SLIAG). This program provides services to individuals residing in the U.S. since 1982, who are seeking to attain legal status and to remain and work in this country. These services include classes in English as a Second Language and U.S. Government Civics. Services are provided through 181 sites, including adult schools, community colleges, and community-based organizations (\$40,827,000).

Under the Adult Basic Education Act, the Adult Education Unit provides ESL for adults of limited English proficiency who live in rural areas, as well as transportation and child care if needed. The federal funds went to five contractees for the period of 1990-1992 (\$851,448).

Health

None Identified.

Labor Law And Safety Enforcement

There are three governmental agencies that enforce the labor laws and safety regulations for all jobs in all industries in California. The federal agency is the U.S. Department of Labor, Wage and Hour Division. Besides their specialized activity of enforcing the Migrant and Seasonal Agricultural Worker Protection Act (MSPA) regulations, this division also enforces other labor standards.

The state organization with the responsibility to enforce all labor and safety regulations is the Department of Industrial Relations. Within this Department is the Division of Labor Standards Enforcement and the Division of Occupational Safety and Health.

The Division of Labor Standards Enforcement enforces the state Labor Code for all California wage earners. However, some industries, such as agriculture and garment manufacturing, have a history of a high number of labor violations. Therefore, teams of investigators regularly perform enforcement sweeps in the agricultural industry for violations on the minimum wage, overtime pay, child labor, cash payment, and workers' compensation.

The Division of Occupational Safety and Health (DOSH) has the job to ensure safe and healthful working conditions for all California workers. The staff enforces all laws, standards, and orders

protecting worker safety and health on the job, including agriculture. Since jobs in agriculture have a high frequency of occupational illnesses and injuries, it is considered to be a hazardous occupation.

Research

None identified.

Other

The total funding for 1991-1992 for "other" services of which farm workers could be a beneficiary was \$1,554,682. Funding was received from three sources, federal, state, and private.

The Energy Crisis Intervention Program (ECIP) was provided with federal moneys under the Low Income Home Energy Assistance Program (LIHEAP). The Department of Economic Opportunity (DEO) distributes these moneys for the purpose of serving clients who meet the federal poverty guidelines to meet obligations to the utility company or other energy supplier when they are experiencing a weather-related or energy-related emergency. There are four service providers with a total of 46 service provider locations. Although these moneys are not set-aside for farm worker use specifically, the service provider may deliver it as such due to the nature of the service provider and demographics of agency location (\$421,494).

The Weatherization Program is also federally funded under LIHEAP. DEO distributes the moneys to service providers for the purpose of providing services to eligible low-income persons to improve the energy efficiency of their homes and thereby reduce the high costs of energy through conservation measures. There are four service providers with a total of 46 service provider locations. Again, this is not a farm worker program but may be delivered as such due to the nature of service provider and demographics of agency location (\$561,328).

The federal Department of Health and Human Services provides Community Services Block Grants (CSBG) to DEO for further allocation. Every year there are CSBG discretionary funds. This year the grants were to provide relief to workers in the agricultural industry who were negatively impacted by the freezing weather in December 1990 and January 1991. There are a total of four grantees who provide services at 46 service provider locations (\$550,000).

El Concilio de Fresno, Inc. is a non-profit consortium of Hispanic organizations, associations, agencies, and individual members. In 1991, the Concilio received state and private funding for the Immigrant Project. The purpose of the project was to provide low-cost immigration services for obtaining citizenship, resident status, and support services. The Fresno office works independently, as do most concilios in California. This agency is set up primarily to inform the Hispanic community regarding Hispanic issues and to serve as a voice and advisor for the concerns of over 180,000 Hispanics in the County of Fresno. Most Concilios function in a similar fashion. Although services are generally the same, they may vary from concilio to concilio. The Concilio was not refunded for the Immigrant Project for 1992 (state-\$10,000; United Way-\$11,860).

(The material presented in this section reflects the work of the consultants and may not reflect the position of the Council or its participating agencies and departments.)

CONCLUSION

CONCLUSION

The first year of the Farm Worker Services Coordinating Council has laid a solid foundation for improving the state's delivery of services to farm workers in California. In the process, the participating departments and other entities have forged new linkages that will be expanded in the months to come.

In fulfilling the mandate of the Executive Order, the Council solicited testimony about farm worker issues and worked cooperatively to develop proposals to address the urgent concerns raised during the testimony. With the realization that the state's fiscal constraints at this time dictate working within existing resources, increased coordination among the departments provides the opportunity to obtain maximum benefit from the limited resources available.

As organizations have worked together to develop plans and proposals for coordinating services to farm workers and their families, a new-found spirit of cooperation has emerged. Moreover, as the Council's participating departments implement the initiatives presented in this report, they will do so with a much improved understanding of their respective programs and services and how the programs can work together. Further, they have an increased awareness of the urgency of the task at hand.

Throughout the report there is reference to the range of problems facing farm workers and their families; solutions to these problems will not be easy. The Council recognizes that this first report and its recommendations is but a small step in addressing the problems - but it is a very important beginning.

The Council will monitor the implementation and progress of the proposed initiatives during the coming year. The improved efficiency and effectiveness of state administered farm worker programs will be the Council's primary focus. It will also assess their effectiveness to determine what subsequent initiatives or changes are needed.

Additionally, two other very significant efforts lie ahead. The first is the work on common definitions and improved data on farm workers and their families. It is critical that California develop accurate and complete data to ensure the state's fair share of federal funds. Equally important is the need to develop better communication with the employer community. The Council will continue to work with the employer community to increase their involvement in the Council's efforts.

The Council is optimistic that the efforts underway and the improved coordination among state agencies will result in more efficient and effective delivery of services to farm workers and their families. As we look to the future, however, it is clear that work remains to be done. The lessons learned from this initial effort will be the catalyst for continued efforts to work in cooperation and collaboration to improve the state's delivery of services to farm workers in California.

APPENDICES

**GOVERNOR'S EXECUTIVE ORDER ESTABLISHES
FARM WORKERS SERVICES COORDINATING COUNCIL
NOVEMBER, 21, 1991**

EXECUTIVE ORDER W-20-91

WHEREAS, California has been the leading producer of agricultural products in the United States for more than 40 years, and the agricultural industry in California is integral to the overall soundness of the economy of the state and the nation; and

WHEREAS, the diversity and seasonality of crops grown in California make the agricultural industry dependent upon an adequate supply of migrant and seasonal farm workers; and

WHEREAS, the migratory and seasonal nature of the work performed by farm workers frequently leaves them and their families vulnerable to special problems and in need of public social services; and

WHEREAS, the State of California, through several of its agencies, administers numerous programs intended to address the unique needs of farm workers in the areas of employment, health, education, housing, labor law enforcement, and other related concerns; and

WHEREAS, the government of the United States provides direct funding to certain community-based organizations in California known as Job Training Partnership Act 402 Grantees, to provide training and supportive services to farm workers and their families; and

WHEREAS, there is a need to establish uniform and coordinated administrative policies and guidelines among all these agencies and organizations providing services to farm workers;

NOW, THEREFORE, I, PETE WILSON, Governor of the State of California, by virtue of the power and authority vested in me by the Constitution and statutes of the State of California, do hereby issue this order to become effective immediately;

Section 1. ESTABLISHMENT OF THE FARM WORKER SERVICES COORDINATING COUNCIL.

- (a) The Farm Worker Services Coordinating Council (FWSCC) is hereby established to provide policy recommendations to me on issues pertaining to programs and services to farm workers and their families by state agencies. The term of the FWSCC shall be January 1, 1992 through December 31, 1992.
- (b) I direct the FWSCC to identify specific concerns of farm workers and propose solutions. The Council will work to establish uniform, coordinated, and consistent administrative policies and guidelines for the state agencies dealing with farm worker programs and issues.
- (c) The FWSCC will be composed of representatives of the following agencies:
 - (1) Secretary of Health and Welfare, or his or her designee
 - (2) Director of California Department of Food and Agriculture, or his or her designee
 - (3) Department of Industrial Relations, or his or her designee
 - (4) Secretary of the Office of Child Development, or his or her designee
 - (5) Department of Education
 - (6) Director of the Department of Finance, or his or her designee
 - (7) Director of Employment Development Department, or his or her designee
 - (8) Director of the Department of Health Services, or his or her designee

- (9) Director of the Department of Housing and Community Development, or his or her designee
- (10) Director of the Department of Economic Opportunity, or his or her designee
- (d) The Directors of the Departments listed in Part (c) are instructed to appoint appropriate representatives and allocate sufficient staff time for FWSCC activity.
- (e) The Secretary of the Health and Welfare Agency is directed to take the initial steps to establish the FWSCC, and will be responsible for its overall direction, and shall serve as the chairperson.
- (f) The Secretary of the Health and Welfare Agency is authorized to appoint representatives of other state agencies to the FWSCC if it becomes clear that additional representation is appropriate and productive.
- (g) The Secretary of the Health and Welfare Agency is authorized to appoint in an advisory role a representative to the FWSCC from a Job Training Partnership Act 402 Grantee operating in California. The Secretary is also authorized to appoint in an advisory role a representative of the agricultural industry in California to the FWSCC. Non-state members will not be compensated for their time or travel and per diem at the expense of the State.

Section 2. ORGANIZATION OF THE FARM WORKER SERVICES COORDINATING COUNCIL.

- (a) The Secretary of the Health and Welfare Agency or designee, acting as the chair of the FWSCC, shall set a date for and hold an initial meeting of the FWSCC as soon after January 1, 1992 as is practical.
- (b) The Chair shall appoint a Vice Chairperson and a Secretary of the FWSCC.
- (c) The Chair, in consultation with other representatives, shall schedule meetings and public hearings as often and in such sites as is necessary to accomplish the purpose of the FWSCC.

Section 3. ACTIVITIES OF THE FARM WORKER SERVICES COORDINATING COUNCIL.

- (a) The Council shall solicit views and recommendations on the issues and problems of farm workers.
- (b) Participants will work toward the development of uniform and coordinated administrative policies and procedures for state agencies relative to farm worker programs.
- (c) By November 15, 1992, the FWSCC will produce a written report to the Governor and the Legislature that will summarize its activities, findings, conclusions, and recommendations.
- (d) The report shall include a recommendation to the Governor on whether the FWSCC should be extended. If the recommendation is to extend the FWSCC, the report shall also include a description of the proposed roles, responsibilities, and membership of the Council.

IN WITNESS WHEREOF I have hereunto set my hand and caused the Great Seal of the State of California to be affixed this 22nd day of November 1991.

Governor of California

ATTEST:

Secretary of State

INCIDENCE OF ISSUES CITED BY WITNESSES AT THE FARM WORKER SERVICES COORDINATING COUNCIL PUBLIC HEARINGS

Issue	Notes*	Calexico	Costa Mesa	Parlier	Salinas	Santa Rosa	Yuba City	Total	%	Rank
Outreach	# 1	4	22	5	6	34	4	75	5.4	8
Access	# 2	10	21	3	5	30	0	69	5.1	9
Bilingual Services	# 3	3	8	4	5	26	3	49	3.4	11
State Resources	# 4	12	30	10	7	54	6	119	8.5	5
Labor Law Enforcement	# 5	28	32	29	13	50	21	173	12.4	2
Child Well-Being Services	# 6	4	11	6	5	7	8	41	2.9	12
Occupational Safety and Health	# 7	19	21	32	15	17	9	113	8.1	6
Seasonal Employment/Chronic Underemployment	# 8	25	13	13	4	22	12	89	6.4	7
Safe, Affordable Housing	# 9	33	23	14	20	64	22	176	12.6	1
Migratory Nature of the Work Force	# 10	2	3	2	1	7	0	15	1.1	17
Immigration Enforcement	# 11	6	10	1	4	11	2	34	2.5	13
Transportation	# 12	10	4	6	4	6	4	34	2.5	14
Migrant Education/ESL	# 13	21	38	19	7	57	16	158	11.2	3
Licensing of Farm Labor Contractors	# 14	14	1	16	6	4	9	50	3.6	10
Emergency Services	# 15	5	7	0	2	2	0	16	1.2	16
Health Services	# 16	15	29	13	16	47	18	138	9.8	4
Financial Assistance (Personal)	# 17	3	0	4	0	6	2	15	1.1	18
Discrimination	# 18	3	4	8	1	5	9	30	2.2	15
TOTALS		217	277	185	121	449	145	1394	100	

* NOTES: Each of the above topics includes a number of closely related, sometimes overlapping concerns. These are noted here for your information.

- 1 Includes information availability, bilingual staffing, radio broadcasts, absence of outreach at county levels
- 2 Includes taking programs/services to the client via mobile vans, assistance with transportation and child care, farm worker input, longer service hours, bilingual help.
- 3 Includes cultural sensitivity, access, lack of bilingual professionals (doctors, counselors, teachers), limited bilingual staffing
- 4 Includes budget cuts, funding problems, limited staffing, low priority of some programs, federal-state relationships, reduced services (education, health, housing, enforcement).
- 5 Includes civil rights violations, failure to report federal and state withholding, reprisals, CAL-OSHA, Worker's Comp, minimum wage violations, non-payment of wages
- 6 Includes whole family services: counseling, custodial care, transportation, nutrition, parenting, prenatal care, Migrant Education & Migrant Head Start
- 7 Includes work injuries and illness, Disability Insurance, Worker's Comp, field sanitation, pesticide-related illness, enforcement of CAL-OSHA regulations, lack of health insurance
- 8 Includes job training, ESL, adult basic education, low wages, UI, disaster relief (draught, freeze), displaced workers
- 9 Includes government agency flexibility, "red-tape", labor camp codes (health, safety), sanitation, security, "NIMBY" ("not-in-my-back-yard") issues, discrimination
- 10 Includes residency requirements, eligibility gaps, untimeliness of agency responses, static services/programs vs changing needs. Affects all services
- 11 Includes amnesty/IRCA/SLIAG issues, documentation problems, civil/human rights violations, discrimination, employer threats, INS problems, too few jobs, education needs
- 12 Includes abuses from farm labor contractors (FLCs), improving communications (phones, etc.), financial help, public transit information, safety, interstate auto licensing, problems with police, CHP, DMV
- 13 Includes adult basic education, vocational and bilingual education, literacy training, completion of high school, college, financial aid, safety and health education, counseling, AIDS education.
- 14 Includes responsibilities of employers, foremen, crew leaders, health and safety regulations, enforcement by DIR and EDD, unions, worker rights
- 15 Includes disaster relief, lack of phones, transportation, financial help, faster government agency response, application help
- 16 Includes Insurance, Medicare, Medi-Cal, alcohol and substance abuse counseling, mobile clinics, preventive health education, sanitation, AIDS, TB, prenatal and infant care
- 17 Includes emergency family assistance (food, shelter, gas, medicine, emergency travel), schooling help, loans, lack of economic safety net
- 18 Includes sexual, physical, and psychological harassment by FLCs, employers, foremen, school personnel, service agency representatives, CHP, INS, NIMBY practices

Source: Official Transcripts and Matrices of Testimony (Compiled by S. J. Velarde 9/13/92)

Appendix C Table of Acronyms

AFDC	Aid to Families With Dependent Children
ALRA	Agricultural Labor Relations Act
ALRB	Agricultural Labor Relations Board
APMA	Agricultural Personnel Management Association
CAW	Commission on Agricultural Workers
CBO	Community-based Organization
CDE	California Department of Education
CES-AG	Current Employment Statistics - Agriculture
COP	Census of Population
CPS	Current Population Survey
CRLA	California Rural Legal Assistance
DEO	Department of Economic Opportunity
DFA	Department of Food and Agriculture
DHS	Department of Health Services
DIR	Department of Industrial Relations
DOL	Department of Labor
DOSH	Division of Occupational Safety and Health
DPR	Department of Pesticide Regulation
DSS	Department of Social Services
ECIA	Education Consolidation and Improvement Act
ECIP	Energy Crisis Intervention Program
EDD	Employment Development Department
ESL	English as a Second Language
FLC	Farm Labor Contractor
FWSCC	Farm Worker Services Coordinating Council
GED	General Equivalency Diploma
HCD	Department of Housing and Community Development
HUD	Department of Housing and Urban Development
INS	Immigration and Naturalization Service
IRCA	Immigration Reform and Control Act
IRS	Internal Revenue Service
IUAW	Independent Union of Agricultural Workers
JTPA	Job Training Partnership Act
LIHEAP	Low Income Home Energy Assistance Program
LMI	Labor Market Information
LMID	Labor Market Information Division

MAO	Monitor Advocate Office
ME	Migrant Education
MH	Migrant Health
MHS	Migrant Head Start
MSFW	Migrant and Seasonal Farm Worker
MSPA	Migrant and Seasonal Agricultural Protection Act
MSRTS	Migrant Student Record Transfer System
NURSE	Nurses Using Rural Sentinel Events
OEHHA	Office of Environmental Health Hazard Assessment
OES	Office of Emergency Services
OMS	Office of Migrant Services
OSHA	Occupational Safety and Health Administration
OSHPD	Office of Statewide Health Planning and Development
QALS	Quarterly Agricultural Labor Survey
SDA	Service Delivery Area
SENSOR	Sentinel Event Notification System for Occupational Risks
SLIAG	State Legalization Impact Assistance Grants
SSN	Social Security Number
TIPP	Targeted Industries Partnership Program
UCD	University of California, Davis
UI	Unemployment Insurance
USDA	United States Department of Agriculture
USDOL	United States Department of Labor

BIBLIOGRAPHY

Bibliography

NEWSPAPER ARTICLES AND PERIODICALS

- Aubry, Jr., Lloyd W.; Department of Industrial Relations (DIR) Response to "Fields of Pain," January 15, 1992
- Camposeco, Maria E; "Migrants' Risk of TB, AIDS Grows," The Sacramento Bee, Monday, April 6, 1992
- Cony, Ann; "Securities Greasing Skids for Farm Worker Housing," The Sacramento Bee, Tuesday, April 21, 1992
- De La Torre, Ricky; "Laborers Want Action, Not Hearings," The Salinas Californian, Thursday, June 4, 1992
- "Farm Workers Need Action, Not More Studies"; The Salinas Californian, Monday, June 8, 1992; Opinion, p. 4A
- Fletcher, Peri L.; and Edward J. Taylor; "A Village Apart," California Tomorrow, Spring 1990; pp. 9 - 17
- Golden, Tim; "AIDS is Following Mexican Migrant Workers Back Across the U.S. Border," New York Times International, Sunday, March 8, 1992; p. 1
- Kennedy, Kevin; "A Cry For Fairness For Workers," The Fresno California El Sol Del Valle, Wednesday, June 24 1992; p. 1
- Langewiesche, William; "The Border," Atlantic Monthly, May 1992; pp. 53 - 92
- Livernois, Joe; "Enforcement of Farm Labor Laws Asked," The Monterey County Herald, Thursday, June 4, 1992
- Livernois, Joe; "Panel Told Farm Labor Laws Not Enforced," The Monterey Herald, Thursday, June 4, 1992; p. 1A
- Loar, Russ; "Immigrant Farm Workers Tell of Hardships, Ambitions," The Newport Beach/Costa Mesa Daily Pilot, Thursday, May 21, 1992; p. A8
- Pulaski, Alex; "Farm Labor Protection Lacking, Workers Say," The Fresno Bee, Thursday, June 18, 1992; p. B1
- Sabine, Jacqueline; "Madera EDD Takes Heavy Criticism In Farmworker Testimony," The Parlier Post, Wednesday, June 24, 1992; p. 1
- Sabine, Jacqueline; "Parlier Hosts Farmworker Appreciation Day," The Parlier Post, Wednesday, June 17, 1992; p. 1
- Sutter, Steve; "Ag Health Insurance," The Grape Grower, July 1991; p. 20
- Tesconi, Tim; "Panel Hears Plea for Better Life," The Santa Rosa Press Democrat, May 21, 1992; p. B6
- Towers, Susan; "CAL-OSHA Targets Worker Sanitation on Farms," The Bakersfield Californian, Tuesday, March 17, 1992; Business, p. 1
- Wagner, Michael G.; and Marcos Breton; "Fields of Pain"; Special Report: The Sacramento Bee, Appearing December 8 through December 11, 1991

REPORTS

- Administrative Conference of The United States, Recommendation 92-4, Coordination of Migrant and Seasonal Farm Worker Services Programs, Adopted June 19, 1992
- After The Harvest: The Plight of Older Farmworkers, A Report by the Housing Assistance Council and the National Task Force on Older Farmworkers for American Association of Retired Persons, 1987, 1990
- Agricultural Employment Pattern Study: 1989, California Agricultural Studies 92-1, EDD, February 1992
- Agricultural Labor Research Symposium June 1991 - Proceedings, California Agricultural Studies 91-6, EDD, June 5-6, 1991
- Agricultural Workers In Central California In 1989, California Agricultural Studies 90-8, EDD, September 1990
- Annual Report —1991; Merced Family Health Centers, Inc.
- Annual Report, December 1991; Maryland Governor's Commission of Migratory and Seasonal Farm Labor
- Billikopf, Gregory Encina; Opinion: A Call for a Uniform Ag Labor Code; People In Ag: Managing Farm Personnel, University of California, August-September 1990
- Building Educational Foundations: A Survey of the Literacy Initiatives ; Study Undertaken by the Job Training Partnership Act, Title IV, Section 402 Grantees, A Report by the Association of Farmworker Opportunity Programs, June 1988
- Burghardt, John; and Anne Gordon; Minority Female Single Parent Demonstration - More Jobs and Higher Pay: How an Integrated Program Compares with Traditional Programs, The Rockefeller Foundation, 1990
- California Agricultural Employment and Earnings Bulletin, EDD, March 1992
- California Farmworker Community: Issues of the 1990's - A Special Report to the 1990 California Gubernatorial Candidates, La Cooperativa, October 1990
- California Migrant Child Abuse Prevention Plan, Escape Family Life Development Center, Cornell University in Conjunction with the Migrant Child Abuse Prevention Advisory Group, February 1987
- California's Unfinished Battle: The War on Poverty, Status Of Poverty In California, The California Department Of Economic Opportunity Advisory Commission, November 1989
- Campos, Peter V.; and Suzanne Kotkin-Jaszi; California Farmworker Enumeration Report; Prepared for Associated California Health Centers and California Health Federation, under DHHS contract, June 1987
- Chavez, Leo R.; Shadowed Lives — Case Study In Cultural Anthropology, Foreword
- Cornelius, Wayne A.; Labor Migration to the United States: Development Outcomes and Alternatives In Mexican Sending Communities, Final Report to the Commission for the Study of International Migration and Cooperative Economic Development, The Center for U.S.-Mexican Studies, University of California, San Diego, March 1990
- Cornelius, Wayne A.; L. Chavez, and J. Castro; Impacts on Tax-Supported Social Services, Research Report 26, Center for U.S./Mexican Studies, La Jolla, California; pp. 53 - 68
- Craddock, Brian R.; Farm Worker Protective Laws: A Guide for Farmworkers in the United States and Puerto Rico, Motivation Education & Training, Inc., May 1988

- Facing The Challenge: A Profile of Poverty In California, The California Department of Economic Opportunity Advisory Commission, September 1988
- Farm Labor Needs and Farm Workers In California 1970 To 1989, California Agricultural Studies 91-2, EDD, April 1991
- Future of Children: School Linked Services, Center For The Future Of Children; The David and Lucile Packard Foundation, Spring 1992
- Governor's Commission on Agricultural Labor: Various Materials, Tomas Schwabe, Program Manager, State of Oregon, June 1992
- Griffith, David; and Ed Kissam; Assessing the Availability and Productivity of the U.S. Farm Labor Force Under Enhanced Recruitment, Wage, and Working Conditions, U.S. Department Labor, April 1990
- Hearing Before The Commission on Agricultural Workers, Coachella Valley, California; December 6, 1990
- Hearing Before The Commission on Agricultural Workers, Coachella Valley, California; December 7, 1990
- Hearing Before The Commission on Agricultural Workers, Visalia, California; August 23, 1990
- Hearing Before The Commission on Agricultural Workers, Visalia, California; August 24, 1990
- Hired Farmworkers: Health and Well-Being At Risk, U.S. General Accounting Office Report to Congressional Requesters, GAO/HRD 92-46, February 14, 1992
- Keeping Up With Our Nation's Migrant Students: A Report on the Migrant Student Record Transfer System (MSRTS), National Commission on Migrant Education, September 1991
- Kissam, Ed, and David Griffith; Final Report - The Farm Labor Supply Study 1989-1990, Volume 1-- Findings And Recommendations, October 15, 1991
- Kissam, Ed, and David Griffith; Final Report - The Farm Labor Supply Study 1989-1990, Volume 2 -- Case Studies, U.S. Department of Labor, December 30, 1991
- Kissam, Ed ; Estimating the Numbers of Migrant and Seasonal Farmworkers In California; August 1992, A Background Paper
- Kissam, Ed; Migration Pattern of California Farmworkers; A Background Paper
- Kissam, Ed; Special Concerns In Meeting the Service Delivery Needs of Farmworker Women; A Background Paper
- Kissam, Ed; The Education of Adult Migrant Farmworkers, A Report on a Study Conducted by Slaughter & Associates for the Office of Vocational and Adult Education, U.S. Department of Labor, July 1991
- Martin, David A. and Martin, Philip; Administrative Conference of the United States, Coordination of Migrant and Seasonal Farm Worker Services Programs; April 1992
- Martin, Phil, and Bert Mason; SAWs, RAWs, and Farmworkers: California Agricultural Studies 90-1, EDD, August 1989
- Martin, Phil; Agriculture and the North American Free Trade Agreement (NAFTA) Conference at U.C. San Diego, May 24-25, 1991; Letter to Agricultural Commissioners, dated May 30, 1991
- Martin, Phil; February 27-March 2, 1992 Mexico Visit; Letter to Agricultural Commissioners, dated March 4, 1991
- Martin, Phil; EDD Research Conference In Napa, June 5-6, 1991; Letter to Agricultural Commissioners, dated June 12, 1991
- Martin, Phil; Michigan Hearing, June 24-25, 1991; Letter to Agricultural Commissioners, dated June 26, 1991

- Martin, Phil; Rochester Workshop and Hearing August 20-21, 1991, and San Joaquin Valley Update; Letter to Agricultural Commissioners, dated August 26, 1991
- Martin, Phil; Summary Of Visalia Hearing, August 24-25, 1990; Letter to Agricultural Commissioners, dated August 28, 1990
- Meeting The Mandate: Training Newly Legalized Unemployment Insurance Recipients, A Review of Issues Regarding a Proposal Submitted by the Center for Employment & Training to the California Employment Training Panel, June 1990
- Migrant And Seasonal Farmworker Health Objectives For The Year 2000; National Migrant Resource Program, Inc.; Austin, Texas; Document In Progress, April 1990
- Migrant Health Centers: Dental Services Directory, Migrant Clinicians Network, 1990
- Migrant Health Program: An Atlas of State Profiles Which Estimates Number of Migrant and Seasonal Farmworkers and Members of Their Families, U.S. Department of Health and Human Services, March 1990
- Mines, Richard; and Philip Martin, A Profile of California Farmworkers, Giannini Foundation Of Agricultural Economics, University Of California, July 1986
- Mines, Richard; Susan Gabbard, and Beatriz Boccalandro; Findings from the National Agricultural Workers Survey (NAWS) 1990: A Demographic and Employment Profile of Perishable Crop Farm Workers, U.S. Department of Labor, July 1991
- Mission Statement; The Center for US-Mexican Studies at UC San Diego, April 1992
- Mull, Diane, author and editor; Partnerships: Helping Migrant Farmworkers Help Themselves - An Examination Of The Employment, Training And Support Services Provided To Migrant Farmworkers During Program Years 1985 And 1986; funded by the Job Training Partnership Act, Title IV, Section 402 Grantees, A Report by the Association of Farmworker Opportunity Programs, November 1988
- Need for Improved Workforce Planning; March 1990; U.S. General Accounting Office Report To The Secretary Of Agriculture; GAO/RCED 90-97
- Olsen, Laurie; Immigrant Students and the California Public Schools: Crossing The Schoolhouse Border, A California Tomorrow Policy Research Report, 1988
- Out in the Cold, Causes and Consequences of Missing Farmworkers in the 1990 Census; La Cooperativa Campesina de California, July 15, 1991
- Reports Inventory & Data Index, Agricultural Employment Information; EDD, April 1990
- Reproductive Health Hazards in the Workplace: Policy Options For California, California Policy Seminar, University of California, 1992
- Rosenberg, Howard; Suzanne Vaupel and Don Villarejo, Farm Labor Contractors In California; Prepared for EDD, July 1992
- Rosenberg, Howard; and Daniel Egan; Labor Management Laws In California Agriculture, Cooperative Extension University of California, September 1990
- Ross-Larson, Bruce; Into the Working World: Lessons From Research, funded by the Rockefeller Foundation, 1990
- Rudes, Blair A., and JoAnne L. Willette, Handbook of Effective Migrant Education Practices - Volume I: Findings, Final Report Prepared for the U.S. Department of Education, February 1990
- Rudes, Blair A., JoAnne L. Willette, D. Scott Bell, and Lila Shapiro; Handbook of Effective Migrant Education Practices - Volume II: Case Studies, Final Report Prepared for the U.S. Department of Education, February 1990

Status of Poverty Report, 1991: California Responds to Crises; Advisory Commission of the Department of Economic Opportunity

Strategies for Preventing Child Abuse and Neglect in California's Farmworker Community, A Post-Conference Report of the Child Abuse Prevention Conference held in Sacramento by CHDC and La Cooperativa, January 1990

Vaupel, Suzanne; Growers' Decisions to Hire Farm Labor Contractors and Custom Harvesters, Agricultural Personnel Management Program - Project Report, University Of California, January 1992

Velarde, Servando Jose; The Education of Adult Migrant Farmworkers; Washington, DC: Office of Vocational and Adult Education, U.S. Department of Education, 1991

Velarde, Servando Jose; Farmworker Outreach, Recruitment and Retention; Prepared for the Farm Worker Services Coordination Council by La Cooperativa Campesina De California, June 30, 1992

Velarde, Servando Jose; Testimony of Servando Jose Velarde, Before the National Commission on Migrant Education, August 29, 1991

Villarejo, Don; Farm Restructuring and Employment in California Agriculture, California Institute for Rural Studies, Davis, California, February 1989