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PROGRAM DIRECTIONS IN MIGRANT LABOR
OF THE
U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
FISCAL YEAR 1960

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Program Directions In Migrant Labor Of The U.S.
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PROGRAM DIRECTIONS IN MIGRANT LABOR

OF THE

U. S. DEPARTMENT OF

HEALTH, EDUCATION, AND WELFARE

FISCAL YEAR 1960

Departmental Committee on Migratory Labor

June 1959

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BACKGROUND STATEMENT

The programs for which the Department has specific legal authority and responsibility apply to programs for the entire population including agricultural migrants. Programs in the field of migratory labor are provided through the consultation, technical services, research, social security benefits, and financial assistance authorized under the regular programs of the majority of its operating units. These units are the Public Health Service, the Social Security Administration (the Children's Bureau, the Bureau of Public Assistance, and the Bureau of Old-Age and Survivors Insurance), the Office of Education, and the Office of Vocational Rehabilitation. The Food and Drug Administration as a regulatory agency has only limited activities or services which relate directly to migrants.

In addition to the services provided to States, localities, and voluntary organizations directly from headquarters staff, Regional Office personnel also actively participate in providing the consultation and technical services related to operating programs as needed by the States in each Region. They cooperate in activities designed to provide continuity of service as migrants move and in various special projects, make information available to the States and to the central office concerning the status of agricultural migrants and steps being taken to improve conditions, and assist

in stimulating State and interstate activities. As a recent example of the role of Regional Office personnel, on October 9-10, 1958, a conference in Washington, D. C., was held of State health and welfare personnel from the Eastern Seaboard States which involved the joint planning of four of the Department's Regional Offices.

Internally, the Departmental Committee serves as a means of exchanging information, coordination of program planning, and cooperative formulation of policy recommendations by the operating units. As examples, the Departmental Committee serves as the mechanism for providing information, consultation, and technical assistance from the several agencies to numerous groups. The Council of State Governments, national and regional religious and professional organizations concerned specifically with health, education, or welfare including the American Public Health Association, the National Education Association, the American Public Welfare Association, and the National Council on Agricultural Life and Labor are examples of groups served.

In order to assist migrants in becoming accepted members of the communities in which they live and work and to avoid isolating them, the Department holds the view that services and programs should be extended to them within the framework of existing or developing programs and services for the general population, rather than through special programs. It is recognized that, whereas special services may be required on a temporary basis to relieve emergency conditions arising from their transient status or other circumstances growing out of their unique situation in the economy, it is desirable that long-term objectives of helping the group become

absorbed within the general population guide the development of the program.

Some significant program accomplishments are being achieved through the coordinated efforts of the Department and other Federal governmental agencies working in cooperation with the States, local communities and voluntary organizations. As examples, the Office of Education is promoting improved educational opportunities for migrants as part of its consultation and technical services to State departments of education and other interested groups. The Public Health Service, in a similar manner, encourages the extension of health services to migrants. The Bureau of Old-Age and Survivors Insurance works with migrants and their employers to gain increased acceptance of social security coverage for migrant agricultural workers. The Children's Bureau and the Office of Vocational Rehabilitation are providing financial assistance under special project grants designed to extend child health and welfare services and vocational rehabilitation services, respectively, to the migrant population. These special projects are in addition to the on-going efforts of these two operating units to improve services for migrants as part of the general population.

A major activity of the Department is its continuous cooperation with the President's Committee on Migratory Labor. Since its inception in 1954, the Secretary of the Department has served on the Committee, and staff assistance has been provided by the Department through membership of staff on the Working Group of the President's Committee. In this connection, through delegation from the President's Committee, the Department has assumed responsibility for exercising leadership in recommending approaches in the fields of its competence. In addition, it has participated with the other

Federal agencies in the development of suggested housing codes, transportation regulations, and other committee projects requiring cooperation within the Department and with outside agencies.

The continuing activities of the Department for migrants are in recognition of the fact that the group continues to present very serious national problems. Among the major hurdles still to be overcome are those associated with low income, insecure employment, lack of protection of certain labor laws, and inadequate health protection and care, inclusive of acceptable housing and environmental sanitation. Other problems relate to the lack of provision, in the average case, of adequate welfare services and the dearth of education or the undereducation of migrant children and adults through inadequate and infrequent schooling. In many instances, the inability of migrants to receive the necessary services is a result of the maintenance of State residence requirements.

In the context of the foregoing problem areas, the Department adheres to the principle that domestic agricultural migrants are entitled to the same protection and provisions for security, health, education, and welfare as are enjoyed by the population at large and that the primary responsibility for the provision of necessary services to migrants rests with States and local communities--i.e.--communities have responsibility for accepting them as contributors to and members of the community wherever they work and live temporarily.

In the following pages there are presented statements of the operating agencies of the Department in the field of migratory labor--efforts which are designed to help stimulate and develop solutions to the problems involved within the framework of the Department's responsibilities and concern with the health, education, and welfare of the population as a whole.

OFFICE OF EDUCATION

I. General Statement of Purposes

The Office of Education's program for migrant children is focused on supplying information to educational leaders in the field and stimulating leadership programs among individuals who are more directly in contact with migrant agricultural workers.

II. Continuing Accomplishments

The Office cooperates with State Departments of Education in assessing the educational problems and current programs. The programs for migrant children in Colorado, Ohio, New York, and Pennsylvania especially, are being studied for the suggestions they have developed that will be useful to other States.

(2) Distribution of exchange packets of materials on the education of migrant children.

(3) Cooperation with non-governmental agencies through the Departmental Committee on Migratory Labor, and the President's Committee on Migratory Labor in stimulating attention to all factors related to the educational opportunities of migrant children.

(4) Three research studies in connection with the Office of Education Cooperative Research Program are underway. The first is a study by Western Michigan University dealing with migrant education in Van Buren County, Michigan, and the second is a study by the Colorado State Department of Education to determine how a State can organize its resources to deal

effectively with the educational problems of large numbers of migrant families in the States. The Federal contribution to this study is \$10,000 per year for three years, a total of \$30,000. The third research project is on migrant education in Southern Illinois being carried on by Southern Illinois University.

III. New Program Emphases

Tentative plans are being made for a national conference on the education of migrants to be held in the Northwest for the Western and North-western States. This will be held during 1959.

IV. Proposed Expenditures

No specific appropriation is being requested for projects in connection with the education of migrants. Present personnel, now assigned largely to other projects, will give some time to the consideration of migrant education. Money for organizing and traveling to the proposed Northwest Migrant Conference will come from the travel and conference budget.

of chronic illness and disability among farm laborers and solutions were sought through the provision of rehabilitation services.

The creation of new referral sources and the stimulation of existing regular sources, such as welfare and public health agencies, which were found necessary at this stage of project operations, were achieved through discussions with staff and through use of slide pictures of migrant labor camps. These visual aids were planned and developed by project personnel, and presented dramatically the rehabilitation problems and potentialities of agricultural migrant laborers. Thus re-energizing referral sources resulted in increased project activities.

From the start of the project on October 1, 1955 through March 31, 1958, 411 disabled agricultural migrants have been referred for evaluation of their rehabilitation potential. Of these, 159 were selected and received rehabilitation services provided under the project. An additional 156 agricultural migrants were assigned to the project from the general caseload, making 315 agricultural migrants who on March 31, 1958 had received rehabilitation services under project operations. With an acceleration in the rate of referrals this eligible group is expected to reach 400 at least by June 30, 1959.

Through project activities, the agricultural migrants referred for rehabilitation have been studied for information regarding the extent of illiteracy and the measurable intellectual and educational level of the group. Project workers indicate that as experience increases in how to deal

with the agricultural migrant, it will be possible to rehabilitate successfully more of those with low-level educational attainments.

III. New Program Emphases

With completion on June 30, 1959 of the three years of operation of the California agricultural migrant project, a full report of project activities and accomplishments will be published. This report will be made available to each State agency in the hope that many States having an agricultural migrant population will adopt a positive approach toward the problem and begin specific and reportable activities towards the identification and rehabilitation of disabled migrant workers. States may seek solution of the disabled migrant problem through the establishment of a project similar to the one conducted in California. State agencies may also encourage staff to seek solutions to the problems of migrants by identifying those created by the mobile pattern of their living which involve working out reciprocal procedures to insure some measure of success in providing rehabilitation services as they go from State to State.

IV. Proposed Level of Expenditures of Requested Appropriations

A specific dollar evaluation for rehabilitation services to disabled agricultural migrant workers cannot be identified in the current Office program or in the estimates for the 1960 program.

This successful project undertaking in California expended from \$150,000 to \$200,000 for each of the 3 years of its operation. This extension and improvement project of rehabilitation services to migrants has now been incorporated as an ongoing procedure in the regular program of the State vocational rehabilitation agency.

PUBLIC HEALTH SERVICE

I. General Statement (Authorization and Purposes of Agency as Related to Migratory Labor)

The Public Health Service is the Federal agency specifically charged with general responsibility for protecting and improving the health of the Nation. Its major functions include (1) conducting and supporting research and training in the medical and related sciences and in public health methods and administration; and (2) assisting the States in the application of new knowledge to the prevention and control of disease, the maintenance of a healthful environment, and the development of community health services. To carry out these functions, the Public Health Service administers grants-in-aid to States, provides consultation and technical assistance to States and localities, assists in the training of personnel and the establishment of effective health procedures and practices, and conducts field surveys and demonstrations.

The Public Health Service maintains a continuing concern for the health of agricultural migrants as an integral part of its programs for the general population. In addition, it has specific responsibility for the examination of Mexican Nationals to assure that they meet the mental and physical requirements for admission to the United States for temporary seasonal farm work under contract under the international agreement between the United States and Mexico.

The Service recognizes that the presence of a considerable number of interstate migrants in any State is a special health problem, and that the character of American agricultural industry is such that this problem seems likely to continue in the foreseeable future. Therefore, it supports the premise that, within the limits of its funds and staff, assistance to States in providing more adequately for migrant health services is a particularly important and pertinent area of Federal health activity.

II. Continuing Accomplishments

A unit on Rural Health and Agricultural Migrants in the Division of General Health Services, Bureau of State Services, is the focal point for migrant interests and activities in the Public Health Service. It gives continuing consideration to the development of Service policy and programs in the migrant field, working with other units of the Public Health Service, State health agencies, and other National and State agencies to encourage and develop health and related activities and to coordinate such effort among different agencies and between different geographic areas.

The unit collects and analyzes data on migrants; provides information, consultation and technical assistance to interested groups including at times the temporary assignment of personnel to State health agencies; and conducts other activities to identify the health problems of agricultural migrants and develop ways to solve them. Staff members of the unit and other program specialty personnel represent the Service on Departmental and interdepartmental migrant committees, conferences, and in numerous other relationships with national, regional, and State official and voluntary

groups. Interdepartmental consideration of such problems as migrant housing, transportation, and financing health services requires continuing participation on the part of Public Health Service staff.

In addition to this focal point activity, the Public Health Service, through its Division of Foreign Quarantine, Bureau of Medical Services, conducts the physical examination program to determine the physical fitness of foreign nationals coming into the United States for seasonal farm work under contract. The Venereal Disease Branch of the Communicable Disease Center assists in this activity.

The Division of Indian Health in cooperation with the Denver Regional Office has been working with many of the western State and local health authorities on a cooperative program directed toward obtaining health standards for labor camps for Indians in the migratory labor force, and screening, immunization and health education programs for the Indian population groups concerned.

The National Institutes of Health through its research grant programs is currently supporting studies, conducted by university departments of public health, sociology, and anthropology, in order to obtain better data on the health problems, attitudes, and practices of migrant workers. Such research studies are essential to the development of improved methods of meeting the special health problems of migrant workers.

The Public Health Service also maintains a continuing interest in migrant health through programs and activities for the general population which include:

- A. Research and demonstrations of methods of working with specific population groups, identifying their health problems, etc.
- B. Consultation and technical assistance to States, including at times the temporary assignment of personnel, for the study and control of environmental health problems, specific hazards of public health importance (for example, diarrheal disease, tuberculosis, venereal disease and other communicable diseases, chronic disease, and accidents) and related problems.
- C. Help on a broad front toward action to meet migrant health problems through sharing with the States by means of general health grants the costs of nursing, health education, laboratory, environmental sanitation, communicable disease control, and other services provided by local health jurisdictions; similarly sharing with the States the costs of meeting special health problems such as tuberculosis (on a formula grant basis) and venereal disease (on a special project grant basis), including the costs of case-finding, diagnosis, and epidemiological follow-up. Costs are also shared for venereal disease treatment.

III. Program Emphasis

It is proposed in Fiscal Year 1960 to continue the migrant health activities of the Public Health Service and particularly to stimulate and assist in the development of State and local migrant health programs designed, insofar as possible, to provide needed health services to migrants in all principal work and home-base areas. Major objectives continue to be to

provide greater continuity of services to migrants as they move, and to eliminate--to the extent possible--wasteful duplication of effort in some cases and omission of needed services, including specific follow-up care, in others.

Specifically, activities will be continued at the 1959 level, directed toward identifying, testing and encouraging more widespread use of proved techniques to meet the health problems of migrants and the problems of communities in providing them with health services. Examples of such activities include issuing a personal health record to the migrant to carry and present when he needs health services; providing migrants with information about the community health services available to them and their proper use; familiarizing health workers with the special characteristics of migrants and their living and working conditions from which ensue problems in providing health services under the usual arrangements; encouraging interest and active participation by health and medical authorities in both home-base and work areas in planning extension of health services to migrants.

The Public Health Service will assist particularly in the interstate phases of projects, including the institution of special techniques to facilitate the provision and use of health services on a continuing basis. Public Health Service staff members will be available to the States on a consultant basis for this purpose.

IV. Proposed Level of Expenditures, Fiscal Year 1960

It is anticipated that the expenditures for the unit which serves as a focal point on migrant health will remain at the same level as for 1959. However, a number of Public Health Service programs have activities which bear directly or indirectly on the migrant health problem. Generally, however, their activities are not precisely measurable as specifically budgeted items for migrant health.

SOCIAL SECURITY ADMINISTRATION

During the past year, activities of the Social Security Administration relating to migrant agricultural labor have been directed toward securing more adequate protection for migrants under the several programs of social security. These are basically income maintenance and services programs and include the federally administered old-age, survivors, and disability insurance program under which all persons meeting the requirement for benefits are covered on a uniform basis. The programs of Public Assistance and the Children's Bureau are public welfare programs administered on a Federal-State basis under which Federal grants are made to the State for certain programs set up by State law and administered by the States.

Certain requirements which are of major concern in connection with the agricultural migrants such as residence requirements are matters of State law or regulation. The fourth program under the Social Security Administration is the Bureau of Federal Credit Unions which has responsibility for chartering and supervising Federal Credit Unions.

Bureau of Old-Age and Survivors Insurance

The Old-Age, survivors, and disability insurance provisions of the Social Security Act provide basic social security protection for nearly all American families. The Bureau of Old-Age and Survivors Insurance attempts therefore to provide information about the program--about rights and responsibilities under the program--to all workers--farm and non-farm, migrant and non-migrant--and to their employers as well as to farm and non-farm self-employed. Since the usual informational media and activities

are not effective in reaching migrant workers and their families, special activities are undertaken to bring about a better understanding of social security among them.

The Bureau during 1958 developed a variety of special informational materials and initiated numerous activities designed to meet the special needs of English and Spanish-speaking agricultural migrant workers and their families. Generally, the materials were in both English and Spanish. Among the special materials prepared and released were: (1) film "Something for Tomorrow;" (2) film strip reprint--"Social Security and the Migrant Worker;" (3) posters of migrants receiving benefits; (4) illustrated reader for literacy work with migrants--"Bill Davis Gets a Social Security Card;" (5) Colored Comic Book--"Smashup at Big Rock."

Several private organizations, religious and humanitarian, as well as several governmental agencies are cooperating with the Bureau in the attempt to help migrants understand social security. The greatest assistance has probably come from the Migrant Ministry of the National Council of Churches of Christ, and the Farm Placement Service, Bureau of Employment Security, Department of Labor. Other cooperating agencies, to mention only a few, were: The National Lutheran Council, National Council of Catholic Women, New York Governor's Committee on Migratory Labor, the President's Committee on Migratory Labor, and the Committee for Rural Development Program. Informational material on the old-age, survivors, and disability insurance for the direct use of this Committee was prepared and released by the Bureau under the title, "How OASI Benefits Your Community, Rural Resource Leaflet No. 4."

The Bureau, through its field organization, is attempting to identify crew leaders and to develop a mail and personal contact program to inform them of their responsibility for reporting and paying the social security taxes on their employees. The field and central office staff also have participated, in some instances as sectional leaders and reporters, in local and regional conferences on migrant labor.

The Bureau activities with migrant farm workers do not constitute a separate budget item. Neither legislation nor special appropriation are necessary to continue these activities.

Bureau of Public Assistance

Under the public assistance titles of the Social Security Act, grants-in-aid are made to the States to assist the States in providing assistance and other services to the needy aged, dependent children, the needy blind, and the permanently and totally disabled. The staff of the Bureau of Public Assistance gives consultation and technical assistance to the States to aid the States in the administration of these categorical programs.

A migrant is frequently denied public assistance because of State or local residence laws. This is particularly true of general assistance for which there is no Federal grant-in-aid. In the State-Federal categorical assistance programs, the Federal law does not require the States to have as a condition of eligibility, a residence requirement. The law places

a limit on the length of residence a State may require but cannot under Federal law prohibit the State from establishing requirements up to the State maximum. Since general assistance is financed wholly from State or local funds, requirements for eligibility under this program are a matter of State or local decision.

The Bureau of Public Assistance furnishes consultation to the States, and also to voluntary organizations, on technical aspects of residence, the complex costly factors of administration of such requirements, and the steps involved in deleting or minimizing residence requirements. The Bureau has also given technical assistance to and has cooperated with the Council of State Governments in its effort to promote inter-State compacts on residence. Such compacts, if enacted, would enable any persons without State residence, such as migrant workers, to receive Public Assistance. The Bureau has also cooperated with the Committee on Residence of the National Social Welfare Assembly. This Committee, representing a number of voluntary National agencies in the health and welfare field, is reviewing progress that has been made in connection with the elimination of residence requirements.

During the past year the Bureau of Public Assistance has cooperated in developing informational material and in conferences related to discussion of problems of migrant workers in addition to the continuous program of consultation to the State agencies. The regional staff of the Bureau have continued active participation in programs in the States and of a regional nature relating to migrants.

The Children's Bureau

Broadly stated, there are four ways in which the Children's Bureau operates to carry out its designated functions: (1) assembling of facts needed to keep the country informed about matters affecting the well-being of children; (2) development of standards and guides that will be effective in advancing the wholesome development of children and in preventing and treating the ill effects of adverse conditions; (3) giving technical assistance to citizens and to voluntary and public agencies in improving the condition of children; and (4) administering the grant-in-aid funds that the Federal Government appropriates each year to assist the States in building the health and welfare of their children.

Health Services - Services for Mothers and Children

In the health programs it has been possible to make special grants of Maternal and Child Health funds for demonstration projects. Florida, with such a grant, followed a group of migrant families through a year's cycle to learn more about their special health problems. The report of this study was published in 1957 by the Florida State Board of Health under the title, "They Follow The Sun."

A current project, financed since August 1956 by special grant funds from the Children's Bureau, for the care of migrant mothers and children in Palm Beach and Collier Counties, Florida, had the advantage of this basic information on migrants' health and ways of living and a realistic and useful service is being supplied to migrants in this area.

Colorado is in its fourth year of a special project for care of migrant mothers and children. In a number of counties the funds have provided additional staff to the local health departments so that more services could be supplied in areas to which migrants come.

To some of these projects, the Public Health Service has contributed through loan of personnel, and the State and local health departments have shared the cost and have carried the planning and administration.

Child Welfare Services

Under Title V, Part 3, of the Social Security Act, Federal Child Welfare Services funds are available to State public welfare agencies for extending and strengthening their State and local child welfare programs. Each State determines how its funds will be used within the broad provisions of the Act. Counseling services on children's needs and problems are given to migrant children as to other children where there are local child welfare workers. Some States have used Federal funds to help operate or staff day care centers, e.g., Florida, Ohio, Pennsylvania. Florida and Pennsylvania have used funds for consultant or worker staff with assigned responsibility for children in migrant families. Regional Child Welfare Representatives work with State agencies in terms of total child welfare program needs, including the needs of migrant children.

Although the Children's Bureau has no staff available for assignment solely to services for migrant children, in Central Office the Assistant Chief of the Program Development Branch carries coordinating responsibility and represents the Division of Social Services in working with other agencies

within the Department, with the President's Committee on Migratory Labor, and on working groups and committees giving consideration to the problems of families engaged in migratory agricultural labor. Central Office staff considers the needs of migrant children in all aspects of program development, organization and administration, and use of child welfare services funds.

Proposed Program

Needed action in the light of past experience is for (a) research and study to gain more knowledge about migrant health and welfare problems and about ways to meet them, (b) increased consultation to States on ways to get community acceptance of migrants and on ways of adapting and expanding existing services; and (c) increased funds for the areas with peak loads.

With the current budget restrictions, none of these can be carried out. The Children's Bureau will continue through its present staff and resources to stimulate States to meet their obligations to migrant families more adequately.

FOOD AND DRUG ADMINISTRATION

Current program directions of the Food and Drug Administration are as follows:

- I. The Food and Drug Administration, as a regulatory agency, is charged with the enforcement of the Federal Food, Drug, and Cosmetic Act. The same protection against adulterated or misbranded foods, drugs, devices, and cosmetics is afforded migratory labor as any other consumer in the United States.
- II. There have been no incidents during the past year in which migratory labor was specifically involved as far as the Food and Drug Administration was concerned. The most likely phase in which this agency might be concerned would be food poisoning outbreaks. Any reports of food poisoning are promptly investigated and if commercially-packed food products in interstate commerce are found to be involved, appropriate action is taken. Usually such food poisonings are due to improper or careless handling or preparation of food products at the local or consumer level. In such instances the matter is referred to local health authorities for appropriate follow-up and action. Our research laboratories are, of course, available if necessary for special investigations which cannot be handled by local health authorities.

- III. Congress passed, during its last session in 1958, an amendment to the Federal Food, Drug, and Cosmetic Act which provides for better control over chemicals and food additives which may be used in food products. Otherwise, no new programs in this field are contemplated.
- IV. No funds or personnel are requested for 1959 to carry on any special work as far as migratory labor is concerned.

OFFICE OF FIELD ADMINISTRATION
(Regional Directors)

I. General Statement

The Regional Directors of the Department exercise leadership and coordinate the work of the various agencies of the Department in stimulating State and interstate activity with respect to migratory labor. Liaison is maintained with the Governors, State Committees, other Federal agencies, and interested nongovernmental groups. Assistance is given in the development of special projects, information is provided on the status of migrants and on the actions being taken to improve their situation, consultation is provided, as well as technical assistance in relation to programs of the Department.

II. Continuing Accomplishments

The Regional Directors in their regular visits to Governors seek to stimulate wider State and local activity in handling the migratory labor problems. In six of the nine Regions there are appointed committees representing all operating agencies which meet regularly to coordinate and stimulate activity. In the remaining three, the Regional Directors have taken personal leadership and have used the Department-wide facilities of the Regional Office in promoting constructive activity. In Region II a four-State conference included the State leaders in the field who proposed many constructive actions. The Atlantic Seaboard Regions cooperated

in running a similar conference of all the Atlantic Seaboard States which resulted in a number of well-received recommendations. In Region V, the Regional Director served as chairman of the planning group, consisting of officials from central and regional offices and from public and voluntary agencies from various professional disciplines in five States. Their purpose was to secure co-sponsorship by the President's Committee on Migratory Labor and the Council of State Governments in the preparation for and the holding of a Central States' Conference on Migratory Labor.

Stemming in part from this activity and the resultant stimulation, much constructive legislation related to housing, health, transportation, and working conditions has been enacted by State legislatures to improve the lot of the migrant laborers. Equally as important, States and local communities have acted within the framework of existing legislation to make substantial improvements.

III. New Program Emphases

Regional Directors will carry forward the initial impetus and provide greater stimulation and more coordination in the development of broad programs for this group. The technique of bringing together State representatives is expected to be utilized more fully and effectively. In visits to Governors and State Commissioners, greater emphasis will be placed by the Regional Directors and the program representatives on encouraging more active measures in providing better health, education and welfare for the migrant.

IV. Proposed Level of Expenditures of Requested Appropriations

Expenditures for activities in connection with migratory labor have not been identified up to the present time. They have been absorbed in the over-all costs of the Regional Directors in coordinating all programs of the Department. Visits made to Governors and State representatives usually include other phases of the Department programs as well as migrant labor.