

Oregon
INFORMATIONAL EXCHANGE MATERIAL
FROM
THE PRESIDENT'S COMMITTEE
ON MIGRATORY LABOR *8809*

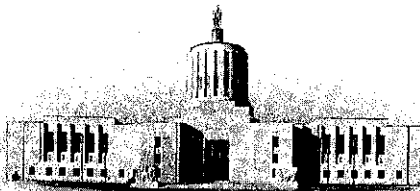
REPORT OF
GOVERNOR'S INTER-AGENCY COMMITTEE
ON
AGRICULTURAL LABOR

*See p. 3 for
P. O. W. H. H.
r h
Dec. 12 1958*

TO

THE HONORABLE ROBERT D. HOLMES
GOVERNOR OF OREGON

DECEMBER, 1958



STATE OF OREGON
STATE UNEMPLOYMENT COMPENSATION COMMISSION
UNEMPLOYMENT COMPENSATION LAW
500 PUBLIC SERVICE BUILDING
SALEM

IN REPLY REFER TO

January 6, 1959

Honorable Robert D. Holmes
Governor of Oregon

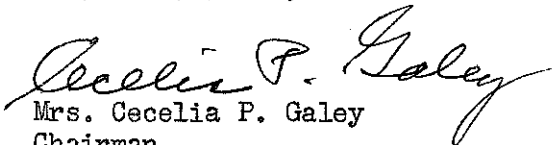
Dear Governor Holmes:

We are attaching a summary report of the development, activity and results thus far of the work of the Inter-agency Committee on Agricultural Labor.

We have endeavored to include in this report matters which we feel may be of particular interest or significance. Additional details and complete data may be found in the reports of the individual agencies which were prepared and submitted to the Interim Committee, as requested by that committee.

It is our belief that this report will be of special interest not only to those concerned with the immediate problem, but also to students of government who are wondering how coordination between various branches of government can be obtained.

Very truly yours,


Mrs. Cecelia P. Galey
Chairman
Governor's Inter-agency Committee

OREGON STATE EMPLOYMENT SERVICE
AFFILIATED WITH
UNITED STATES EMPLOYMENT SERVICE

FOR QUALIFIED WORKERS CALL THE OREGON STATE EMPLOYMENT SERVICE

Report of Inter-agency Committee on Agricultural Labor to Robert D. Holmes, Governor of Oregon.

In your letter of November 20, 1957 directed to each state agency whose responsibility includes service to agricultural employers and workers you requested that the agency appoint a representative as a member of an Inter-agency Committee on Agricultural Labor. An attachment to your letter outlined the problems which the agency representatives should be prepared to discuss at the first meeting of this committee, on December 17, 1957. The field of responsibility of each agency was indicated so that its representative could inform the committee on what the agency had accomplished in its field and the extent of its present responsibility and authority. The problems outlined in the brochure attached to your letter included the following agencies and their respective fields.

- "A. Bureau of Labor; Wage and Hour Commission
 - 1. Field of Responsibility:
 - a. Working Conditions
 - 1. Wages (women and minors)
 - 2. Hours of work (women and minors)
 - 3. Drinking water and toilet facilities
 - b. Wage Collection and Wage Dispute Settlements
 - c. Clarification of Employer Status
 - 1. Farmer employer
 - 2. Crew leader
 - 3. Job contractor
 - 4. Labor contractor
 - d. Employment of Minors in Conformity with Rules and Regulations
- B. Industrial Accident Commission
 - 1. Field of Responsibility
 - a. Safe transportation
 - b. Safe working conditions
- C. Board of Health
 - 1. Field of Responsibility
 - a. Regulations and Standards for Labor Camps
- D. Public Welfare Commission
 - 1. Field of Responsibility
 - a. Emergency subsistence, medical and hospital care
- E. Department of Education
 - 1. Field of Responsibility
 - a. Provisions for educational facilities
 - b. Provisions for enforcement of compulsory school attendance

F. Department of Agriculture

1. Field of Responsibility
 - a. Information on crop acreage, crop conditions, etc.

G. Employment Service

1. Field of Responsibility
 - a. Recruitment and placement of a qualified labor supply to adequately plant, cultivate, harvest and process the state's agricultural production.
 - b. Certification for the importation of Mexican National contract labor

In response to your request in your letter of November 20 representatives of various state agencies met in committee on December 17, 1957 to give consideration to the problem of agricultural labor in Oregon. Representatives were present from the Board of Health, Bureau of Labor, Department of Education, Industrial Accident Commission, Department of Agriculture, State Unemployment Compensation Commission and its Employment Service division, which deals most directly with the problem, and Dr. Donald G. Balmer, Research Director of the Legislative Interim Committee on Migratory Labor.

In your address to these agency representatives you called attention to the number of workers, duration of employment, distribution by source of worker, percentage of the state's total labor force employed in agriculture, and the basic needs of these workers in relation to the communities in which they work. Calling attention to the fact that the agencies represented were all involved in meeting these needs, you gave to the committee members the charge of fully discussing the problems involved in providing the requirements of these workers in agriculture so that the responsibility of each agency could be clearly designated and the cooperation of all could be brought together in a concerted and coordinated effort to find solutions to those problems. You asked further that this committee work closely with the Legislative Interim Committee on Migratory Labor in its study and assist it in working them out so that each agency could adequately care for its portion of the total problem to the mutual benefit of agricultural employers and workers in the state. Your appointment of Chairman, Mrs. Cecelia P. Galey, Chairman of the State Unemployment Compensation Commission, Vice-Chairman, Mr. Robert J. Steward, Director of the Department of Agriculture, and Secretary, Mr. Joseph D. Wilson, Farm Placement Supervisor of the Oregon State Employment Service launched the committee on its course of activity. The Civil Rights Division of the Bureau of Labor was included in the committee in order to give attention to fair employment practices.

The present responsibility and legal authority of each agency in the agricultural labor field were discussed. The Bureau of Labor has jurisdiction over working conditions and wages for women and minors, handles many claims for collection of wages from agricultural employers, and receives complaints regarding short weights and the amount of fruit required in a box when piece rates are paid. In some cases picking prices are established through hearings upon request from the industry, but requests are not made in many cases. Prices could be so established for any industry that requests it.

Under the Workmen's Compensation law agricultural work is not listed as hazardous and therefore is not automatically covered by industrial accident insurance. Some 11,000 to 12,000 agricultural accounts are carried, but limited inspection has been made of working conditions on farms. Information on safe transportation requirements had been developed and published by the commission, but little had been done to enforce the published standards on agricultural transportation of workers, because the commission had no authority except over covered accounts. Even if authority existed, inspection of vehicles used for transporting workers would be very difficult to carry out without a special registration for this type of conveyance.

It was agreed that the Department of Motor Vehicles would be concerned in the problem of safe transportation of workers, so the Department of Motor Vehicles was added to the committee membership. The secretary wrote to the Council of State Governments for information on programs developed by other states to regulate the transportation of agricultural workers.

Responsibilities of the Board of Health were outlined by its representative. Agricultural labor consists of both local workers and migrant workers, and both types of workers are affected by sanitary conditions in places of employment, while the migrant worker adds the additional problem of adequate housing. Two of the major health problems were identified as, (1) the supplying of potable drinking water and (2) provision for the disposal of waste, including human waste. Lack of adequate hand washing facilities in places of employment is a further complication in many instances. Copies of the "Standards of Labor Camps" promulgated by the State Board of Health were presented to the committee. These standards had been produced and distributed under the broad authority of the Board of Health but without specific legislation authorizing the promulgation of such orders. Ch. 156, Oregon Laws, passed by the last regular session of the legislature in 1957 and codified as ORS 654.105 and 654.110, covers the authority to inspect, upon request from the Industrial Accident Commission and the Bureau of Labor, various places, including living accommodations, but does not authorize the issuing of standards. Enforcement under this bill would take so much time that a harvest activity could be completed before action could be taken.

A report of a health survey of migrant workers in the Lower Snake River Valley was displayed and it was agreed that if the same conditions were found in the general population as were found in these migrants the population would be very much alarmed. The operation of the Board of Health is through the county health departments, and these have very limited staffs of technicians.

When first distributed through the county sanitarians and the Employment Service two years previously, the "Standards for Labor Camps" caused many growers to be quite perturbed. Acceptance was greatly improved after explanation of the standards at meetings with various farm groups. Additional educational meetings were planned. The Board of Health would, if requested to by a grower who ordered workers from the Employment Service, inspect his housing and so certify to the Employment Service if it was found adequate. Inspections of an alleged unsanitary condition in a field could not be made at that time because of lack of sufficient personnel, but proper procedure would be to notify the county sanitarian. Generally, because of this shortage of personnel, the procedure would be to have the district attorney, acting for the county health department, bring criminal action against a grower found in violation of the regulations.

The Public Welfare Commission representative stated that the commission was interested in agricultural labor from two angles. One is the subsistence and emergency medical care of migrant workers and the second is the work opportunities available for Welfare recipients. Good cooperation already was in effect between Welfare and the Employment Service in finding job opportunities for Welfare cases. Migrants, however, cause additional difficulty because of the residence requirements that a Welfare recipient must be a resident of Oregon for 3 years and of the county for one year. Emergency assistance to non-legal residents could presently be authorized, or people could be assisted to return to their state of residence. Many migrants move so much that they do not have a legal residence in any state. Since 1949 the Welfare Commission's policy has been to give no assistance to employable single men. Policy also is to grant no medical care to persons who were not Welfare recipients. Though the need for such assistance was recognized, the budget would just not cover it. Occasionally medical care had been granted to single men who had been injured so seriously they would be unemployable for a considerable length of time. Food, fuel, and in extreme cases, shelter, were the limit of the provision made for non-residents. This limited emergency subsistence had been granted to migrants arriving in the area too soon, but only after the local employment office had certified that no work was available for the individuals.

The Department of Education representative stated that the educational attainment of the average migrant is far below that of the average citizen, but that, as the migrants are in Oregon for shorter periods than in other states, and mostly when school is not in session here, our problem is less serious than that of those states. Migrant parents are often more frequently interested in having their children employed than in having them educated. Where migrant children are in Oregon during part of the school year they have never been refused admittance to the schools, but school districts are faced with a serious difficulty in providing facilities to take care of a sudden temporary increase in school population.

The director of the Department of Agriculture stated that the Department actually had less connection with these problems than the other agencies as it has no statutory authority relating to agricultural employment, but that the Department was, nevertheless, vitally interested in the problems. He believed their production inspectors and Oregon State College with the staff of county agents could assist in the evaluation of crop readiness, crop conditions, and timing of crops. This could aid in determining labor demand for specific times, crops, and areas. He reported that frequent criticisms had been heard from farmers about the quality of labor available to them - that the workers are too old, too young, not qualified, or not interested in the quality of agricultural production. His department could be of assistance by utilizing their informational service to assist in the educational program for the regulations of the Board of Health.

Dr. Donald G. Balmer, Research Analyst for the Interim Committee expressed his appreciation of the meeting and offered the cooperation of the Interim Committee in working on the problems to attain the goal of suitable legislation.

After considerable general discussion of related matters it was recommended that at future meetings the fields of responsibility should be more clearly defined so that cooperative programs could be developed to assist in better administration by the various agencies.

The need to discern fields in which no clear-cut legal authority existed was recognized, and necessary action to overcome this lack was to be planned in order to suggest a cooperative program to the Interim Committee for their study.

At the committee's second meeting, on January 14, 1958 material from the Council of State Governments and the Bureau of Labor Standards, was turned over to the appropriate agencies.

A comprehensive report prepared by the Bureau of Labor was read at this meeting. It emphasized the point that there was a lack of sufficient information on which to plan adequate legislation and programs to cope with the agricultural labor problem and advocated that the committee embark on a fact-finding program to determine existing conditions and future needs. The fields of housing, sanitation, and transportation were especially urged as being in need of investigation, although other matters were also touched upon.

After much discussion it was agreed to study this proposal and devise a plan of action to carry it out. To do this sub-committees on housing and transportation were appointed and instructed to report suggested plans at the next meeting.

The consensus was that the committee did not at this time have sufficient facts at hand to equip it to make recommendations to the Interim Committee at its meeting on January 25. Dr. Balmer recommended that the committee members attend and present a statement of their responsibilities and operating programs to the Interim Committee, and be available to answer questions.

A resumé of the activities of the Inter-agency Committee to date was prepared by the secretary of this committee and presented to the Interim Committee at the January 25 meeting. This summary called attention to the observed inadequacies in legal authority and administration and the desirability of obtaining more complete information before attempting to make adequate recommendations. Arrangements the committee had made to work out means for gathering the desired information were outlined.

On February 11, the committee again met and heard the reports of the sub-committees. A survey of the actual authority in the field of transportation was proposed, together with a survey of the transportation being used. A study of this data would be the basis for recommendations for needed changes. The Accident Prevention Division of the Industrial Accident Commission would make this survey. Similar surveys were to cover the other areas where information was desired. The Board of Health was to survey currently provided housing, field sanitation, and health status of the individual migrants. The Bureau of Labor was given the task of gathering data on the activities and work attitudes of the individual workers and would cooperate in the survey of crew leaders. The Employment Service would be responsible for the survey of farm employers as to need, number of workers used, and recruiting practices and would conduct the survey of crew leaders with the cooperation of the Bureau of Labor. Schedules of questions for the surveys were being developed by the individual agencies and would be finally approved by the committee before being used.

The Employment Service prepared lists of growers who provide housing and transportation, and through its local offices, furnished directions to growers and camps for interviewers of other agencies to aid them in conducting their surveys.

Dr. Balmer was appointed to act as coordinator of the survey and to oversee and advise the agencies in the preparation for and conducting of the survey. Preliminary forms of the survey schedules were approved at this meeting. To coordinate the surveys at the county level representatives of the Board of Health, Bureau of Labor, and Employment Service were assigned to arrange a schedule of meetings with local agency personnel in the counties where the surveys would be conducted. Following the March 8 meeting of the Interim Committee information concerning the survey was to be released through the various grower organizations and the general press.

At the June 26 meeting with members of the Advisory Council to the State Unemployment Compensation Commission it was reported that the county level meetings had been held during April in Umatilla, Malheur, Wasco, Hood River, Marion, Polk, Yamhill, Multnomah, Clackamas, and Washington counties. It was agreed that the meetings were worthwhile, well attended, and promoted understanding and cooperation in preparing the way for the surveys. It was highly recommended by the committee that effort be made to establish permanent inter-agency committees at the county level to coordinate future activities of mutual interest to the different agencies. A sub-committee to plan for this was appointed, with Dr. Balmer designated to act as chairman and to call a planning meeting of representatives of all state agencies included in the Inter-agency Committee.

Reports were made on the progress of the surveys to date, with comments on experiences of the interviewers and general acceptance of the survey. Very little opposition had been encountered and much good information obtained. Some of this was cited and discussed. The degree of coverage of the various surveys was also evaluated and some improvement in coverage was expected by the time they would be completed. The form, time, and manner of making the report to the Interim Committee was a matter for discussion, and Dr. Balmer was designated to take the lead in compiling the report and assisting the individual agencies in planning their portions. It was decided that a preliminary report would be presented to the Interim Committee on July 19 with a follow up report September 1. The members of the Advisory Council expressed themselves favorably in regard to the domestic recruitment program this year and the efforts of this committee to understand and deal with the problems of migratory labor.

Summaries of the findings of the reports, as presented to the Interim Committee on July 19, are attached to this report in the appendix.

On August 22, the committee met for the purpose of hearing and discussing the recommendations of the various agencies.

The Industrial Accident representative reported for his agency and the Motor Vehicle Department, which had worked together on transportation. The two agencies concurred in the opinion that any authority in regard to transporting workers should be under the jurisdiction of the Motor Vehicle Department and any regulations which might be adopted should be included in the Motor Vehicle Code, with enforcement by the state police.

No financing problem was foreseen unless a license or permit was provided for, in which case a charge could be made to cover administration costs. The report of the transportation sub-committee, basically the same as presented to the Interim Committee on July 19, was approved.

The Employment Service as an agency had no recommendations for legislation in regard to recruitment policies. Standard Employment Service policy requires the use of local farm workers as far as they are available, then migrant workers, using clearance procedures with or without the Annual Worker Plan, and foreign workers only as a last resort.

The possible desire of some groups to get laws enacted to prohibit working of children under 14 was discussed. It was emphasized that the degree of pressure on children working in various occupations varies greatly and this should be taken into consideration in declaring any type of work unsuitable for children. In some crops, as in strawberries, the contribution of children toward the family economy and the harvesting of crops, is significant because of the large number of children who work in the crop. In many other crops, such contribution is small. The opinion was expressed that if such laws are adopted they will probably start with prohibiting or limiting work during school season.

The report of the Department of Education was presented and discussed next. It was composed of the points elsewhere discussed in this report.

The need for federal aid in establishing and maintaining an adequate program on migrant farm labor was discussed and specific needs pointed out in some areas. The Oregon basic school support fund applies to migrant children, but only in proportion to the time they use a school; and other financing for schooling for migrant children should be provided in addition to funds already received from the basic school fund. Dr. Balmer mentioned that at the Interim Committee hearings school superintendents estimated they were getting only half of the migrant children into the schools. A question was raised as a result of the proposal to establish summer schools for migrant children - whether the federal wage and hour law, which prohibits children from working while school is in session in the district where they reside, would prevent local children also from being employed while the summer school was in session. It was agreed that this difficulty might be overcome by providing that only children who have not already completed 170 days in their current school year be required to attend summer school. Opinions were expressed that many regular teachers might be willing to teach summer school rather than to seek other temporary employment, that additional money both from the state and the districts, legal authority, increased facilities, and enforcement of attendance requirements all would be required to make a program for the education of migrant children workable. The possibility of obtaining federal funds to increase school facilities through a request based on the fact of an unusual increase in the number of children attending school was advanced. The Dalles had thus gained a nice school building when the dam was built there. The big drawback to this proposal was explained - that it takes at least two years after such a request is made before funds can be obtained. Provision for children moving from one area to another in the state could be made by adopting a standard curriculum. The need was foreseen for much more complete information on the number of migrant children and on the length of time they stayed in the different areas of the state in order to plan for actual needs for the schools.

There is a possibility that migrants who need the financial benefits of their children's work might not come to Oregon if the children were required to attend school here but not required to do so in other states. The existence of a trailer school in a Douglas county logging camp was cited as an example showing that such schools can be provided to follow the migrants. The Department of Education representative stated that it was the Department's belief that additional education or special training would not be required for the average well-trained teacher to do a good job in educating migrant children. The report of the Department of Education was approved by the committee.

The representative of the Bureau of Labor, speaking of the Bureau's educational survey, said that as an agency they were not making recommendations for legislation regarding education, but were presenting their ideas as laymen. It was generally agreed that the Bureau's estimate was correct, that approximately 5,000 migrant children are in Oregon during some part of the school year. A possible method of determining the number in each area was suggested. The representative of the Department of Education said that school registration cards listed the father's and mother's occupations and number of children in the family and that by pulling out the proper cards the figure for each district could be obtained.

The spokesman for the Welfare Department said that department also had no recommendation to make for legislation. The representative of the Board of Health inquired how the problem of providing medical care was to be met. The answer was that this could not be provided for migrants without making the same provision for others. The possibilities of a change in Welfare policy and of securing federal aid to finance medical care were mentioned.

No further meetings of the Inter-agency Committee have been held to this date. It is firmly believed, however, by all members of the committee, that such a committee should continue to study and observe the progress toward solution of the agricultural labor problem in Oregon. We believe, as members of this committee, that this has been a good approach to this problem. The Interim Committee has received our reports and, based on the information obtained through these reports and through numerous hearings which they have conducted on the matter, has drafted proposals for legislation which we believe will be a big step in the right direction. As the problem is a continuing one, we strongly feel that the results of any legislation should be made a continuing subject for inter-agency study and observation with a view toward discerning possible improvements. Just as the approach had the advantage of appealing to those closest to the various facets of the problem and therefore relatively more expert in dealing with the particular portion of the total problem as it affected their agency, so also the forging of future refinements in ways of handling the problem could well be guided through the eyes of these close-at-hand observers who actually come to grips with it.

We would like to comment too on the excellent cooperation that has been obtained between the participating agencies. We suggest that this might serve as an example for handling problems which involve the administrative efforts of several governmental agencies. With the increasing departmentalization of government, though necessary to provide services of increasing complexity, there are attendant dangers that the efforts of the departments mutually affected by a problem may not be well coordinated or that some phase of the problem may be completely overlooked.

We feel that the method of organizing the Inter-agency committee overcame this difficulty in that the agencies, although generally somewhat unrelated, were brought to focus their combined attention and efforts on one problem common to all of them. Your action in calling upon the agencies and your charging them with the responsibility of uniting their thoughts and actions to develop methods of measuring and solving this problem provided the needed linking together of departments. The selection of a coordinator of the activities of the various departments supplied a helpful and necessary ingredient to cooperative action. Dr. Balmer has served excellently as such a coordinator. The follow-through to the preliminary goal of drafting proposals for needed legislation was accomplished through the Interim Committee. We think this suggests a route which others may wish to consider and follow. The outcome of the Interim Committee's bills, of course, remains to be seen. Whatever legislation is adopted, the matter is of inter-agency concern, and we respectfully suggest a continuation, as does the Interim Committee in its report, of this same integrated consideration of the problem.

APPENDIX

SUMMARY OF SURVEY REPORTS

In the transportation survey a total of 559 vehicles was inspected. A summary table from the transportation sub-committee's report follows, and it includes findings in regard to driver and insurance information and mechanical and physical information concerning vehicles in use for transporting workers.

	(Total	Bus	Truck	Pick-Up	Misc.)
<u>" Number Inspected</u>					
Driver & Insurance Information:	559 (100%)	392 (70%)	91 (16%)	65 (12%)	11 (2%)
Operators: Full time	97	14%	2%	1%	-
Part time	297	35%	10%	8%	1%*
Unknown (Operator not assigned)	165	21%	5%	3%	1%
Liability Insurance: Yes	365	48%	10%	7%	1%
No	3	1%*	-	-	-
Unknown	191	22%	7%	5%	1%*

(This Table Considers Only the DEFECTIVE Aspects of the Concerned Items)

	Bus	Truck	Pick-Up	Misc.
Mechanical Information:	(392)	(91)	(65)	(11)
Foot Brakes	13%	5%	8%	9%
Hand Brakes	22%	32%	18%	18%
Head Lights	8%	3%	-	9%
Stop Light	11%	22%	22%	18%
Rear View Mirrors	4%	13%	9%	18%
Horn	13%	8%	-	9%
Windshield	8%	3%	2%	-
Windshield Wipers	6%	3%	2%	-
Tire Tread	14%	21%	18%	18%
Turning Signal Device	13%	36%	34%	27%
Proper Exhaust Used	14%	10%	14%	-

Physical Information:

Safe footing	1%	3%	12%	-
Sidewalls 48" above floor	-	34%	34%	-
Sides secured	1%*	33%	28%	-
Seats firmly fastened	1%*	70%	60%	-
Seats free from slivers	3%	40%	34%	-
Truck overloaded	-	-	-	-

Protection from inclement weather	-	71%	52%	-
Exit gates provided	-	56%	46%	-
Securely fastened gates	-	51%	42%	-
Adequate protection	1%*	43%	40%	-
Ladders or steps provided	-	65%	66%	-
Handholds provided	-	60%	58%	-
Means of communication	1%	64%	72%	-
Passenger area free from protrusions	4%	37%	32%	-
First aid kit carried	65%	92%	88%	100%
Fire extinguisher provided	53%	92%	89%	100%

*Less than 1% "

Especially significant are the sub-committee's remarks in its report that, "The general mechanical condition of all classes of vehicles was poor," "A very high percentage of brakes were poor," "33% of the operators were not aware if liability insurance was carried," and "A very high percentage of owners were not aware of requirements for first aid kits and fire extinguisher." The "Suggestions Made By the Sub-Committee on Transportation" are also included in this report because they propose means to remedy undesirable and unsafe conditions which the survey uncovered.

- " (1) The results of the Farm Labor Transportation Survey show that some legislative action should be taken to correct conditions for the transportation of agricultural workers. Since a similar transportation problem could arise in other industries --- it would be desirable to have legislation broad enough to cover all situations in which persons are transported for employment purposes. (Such as logging and construction crews, etc.)
- (2) To provide a control of vehicles that are used to transport people for employment purposes, a special license or permit would be desirable. A rigid inspection should be required prior to the issuance of this special license or permit. Specific regulations concerning mechanical and physical aspects of the vehicle should be adopted to guide this inspection. These proposed regulations would also provide the basis for enforcement when vehicle is being used.
- (3) In view of the divided authority for the control of transporting workers --- there is a definite need for one agency to be given complete authority to administer regulations in this regard. Definite provision should also be made for the enforcement of these regulations.
- (4) Representatives of State Agencies that now have concurrent jurisdiction in the adoption of regulations concerning the safe operation and physical condition of motor vehicles are now considering a proposal to consolidate the regulatory authority under one agency. It has been suggested that this could be accomplished through an enabling act."

In the Public Welfare Commission report attention was called to the fact that assistance to migrants was only one percent of total assistance expended in Oregon for the year ending February, 1958. This help is furnished through the general assistance program and amounts to 8% of the annual expenditure under the program. Most of this assistance is granted during March, April, and May, 40% or 612 of a total of 1,517 of the individuals were aided during one month. Most help for migrant families is given for food and shelter. Variation is in the degree of acuteness of the problem in the different counties. Hood County experiences the greatest drain on Welfare funds, as 78 migrant families including 469 people there comprised 60 percent of the general assistance for the year.

A study covering March and April, 1958 showed a similar proportion of expenditure for assistance to migrants. Of the total general assistance granted in these two months 7.4% was used for assistance to migrants. During March a total of 472 cases received grants totaling \$44,040.82 and in April \$40,700.00 were granted to 509 cases. These two months were examined, not because of typical, but to supply most recent figures in relation to the time of the general survey of the agricultural labor problem. In these two months the 638 families which received help had requested it because of illness, because they were unemployed because their plans for work fell through, or because they were usually unemployed at that time of the year.

In the July 19 report of the Board of Health to the Interim Committee pointed out that their part of the survey included sanitation surveys of camp housing areas and field areas where laborers were working in addition to a survey to determine the health status of migrant workers and their families. Ten counties where large numbers of migrants were employed prior to June 30 were covered in this early report. These were the counties where the series of local inter-agency meetings were held.

A total of 2,299 individuals were interviewed in the Board of Health survey on individual health status. Of these 5.5% were found to have immunization cards. Immunizations were reported to have been given to 861 for typhoid, 1, for diphtheria, 1,531 for smallpox and 717 for polio. Serology had been done 900 for syphilis. 72 had interstate health cards, 385 had insurance, saving other medical care provisions, and 36 had to handle chemicals or insecticides in their work.

The report on field sanitation indicated a check had been made of 191 field operations in which 9,664 workers were employed. Of these 20.4% were rated in overall sanitation, 59.7% were rated fair, and 19.9% poor. Water supply satisfactory in 91% of these field operations. Sewage disposal was given a satisfactory rating in only 42.5% of the operations, vector control in 69%, and other general items were given these satisfactory ratings: handwashing facilities, first aid kit, 64.6%; handling of toxic materials, 97.4%; and other hazards safety, 96.5%.

In the housing and camp sanitation survey 119 camps of various sizes and which housed 8,396 workers at the time were checked. 33 of these were rated 53 fair, 32 poor, and 1 not stated. Facilities in the camps included 2,027 tents, 178 trailers, and 24 barracks type units.

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In the July 19 report of the Board of Health to the Interim Committee it was pointed out that their part of the survey included sanitation surveys of camp and housing areas and field areas where laborers were working in addition to a survey to determine the health status of migrant workers and their families. Ten counties where large numbers of migrants were employed prior to June 30 were covered in this early report. These were the counties where the series of local inter-agency meetings were held.

A total of 2,299 individuals were interviewed in the Board of Health survey on individual health status. Of these 5.5% were found to have immunization record cards. Immunizations were reported to have been given to 861 for typhoid, 1,310 for diphtheria, 1,531 for smallpox and 717 for polio. Serology had been done on 900 for syphilis. 72 had interstate health cards, 385 had insurance, savings, or other medical care provisions, and 36 had to handle chemicals or insecticides in their work.

The report on field sanitation indicated a check had been made of 191 field operations in which 9,664 workers were employed. Of these 20.4% were rated good in overall sanitation, 59.7% were rated fair, and 19.9% poor. Water supply was satisfactory in 91% of these field operations. Sewage disposal was given a satisfactory rating in only 42.5% of the operations, vector control in 69%, and other general items were given these satisfactory ratings: handwashing facilities, 69.4%; first aid kit, 64.6%; handling of toxic materials, 97.4%; and other hazards to safety, 96.5%.

In the housing and camp sanitation survey 119 camps of various sizes and which housed 8,396 workers at the time were checked. 33 of these were rated good, 53 fair, 32 poor, and 1 not stated. Facilities in the camps included 2,027 cabins, 178 tents, 162 trailers, and 24 barracks type units.

In a rating giving percentage of the camps that were satisfactory percentages were as follows: 90.4%, site; 84.0%, living units; 26.9%, water supply; 54.5%, sewage disposal; 52.6%, handwashing and bathing facilities; 77.9%, utility buildings; 69.9%, vector control and garbage disposal; and 77.0%, general.

The report of the farm operator survey made by the Employment Service presented the results of interviews with 4,273 operators of farms with 361,261 acres in crops using seasonal labor in 1957 and an estimated 361,828 acres in 1958. In 1957 3,024,075 seasonal man days of labor were hired to plant, cultivate, and harvest these crops.

Crops using the greatest amount of this labor were the 10,900 acres of beans, which required 1,089,245 man days and the 13,259 acres of strawberries, which used 787,593 man days. Of 4,143 farms using seasonal workers, 3,379 used local workers too. Only 657 also used intrastate workers, and 1,840 also used interstate workers. 506 farmers used a crew leader as supervisor during 1957, and 8 more used a crew leader who did not act as supervisor.

As to insurance coverage for workers, 861 of the farm operators provided none whatever. Medical and hospital coverage was furnished by 1,198. 18 carried wage compensation only, and 2,098 provided medical and hospital coverage in addition to wage compensation. 98 did not answer the questions concerning insurance coverage.

As labor turnover is a major problem, a question was asked in regard to use of any means to reduce this. The replies showed that, while 3,257 had no special plan to hold their help, 22 did offer odd jobs in slack times, 556 paid a bonus, 36 had a picnic, 2 hauled workers to the store, and 216 offered additional pay at the start or end of a season, as, for example, when picking was poor. 969 farmers reported that varying percentages of their migrant workers left them while work was still available. 520 reported that their migrants left to seek other jobs. Other reasons given included dissatisfaction with working conditions, reported by 97 farmers; dissatisfaction with living conditions, reported by 15; job beyond physical capacity, reported by 60; personality difficulties, reported by 45; too far from town or schools, by 13; and other reasons, by 182. Of 520 who quit to take other jobs, 12 left for jobs in industry, 282 left to work on other farms in the area, and 226 left to take jobs on farms outside of the area.

Growers were asked whether they experienced a crop loss in 1957 in any of the particular crops because of lack of labor. Replies indicated some such loss in varying percentages. Principal losses occurred in strawberries. 230 growers reported 1 to 9% loss; 86, 10 to 19%; 74, 20 to 29%; 52, 30 to 39%; 29, 40 to 49%; 25, 50 to 59%; and 7, 70% and over. When asked about recruiting methods, 2,521 gave as first choice of method the return of workers previously employed. 788 preferred to use the State Employment Service, and various other methods were preferred by the others.

The survey disclosed that there were 5,800 permanent family type housing units on the farms covered and that in 1957 they housed a total of 17,353 workers, but had a total capacity of 19,308. An additional 636 barracks type units could house 3,135 workers. In the state 900 family type units were built since 1952 at an estimated cost of from one to six dollars per square foot of floor area. 199 of the barracks type units were built since 1952 with the same spread in cost per unit area.

Use of this housing for the remainder of the year was reported to be for storage by 60 farmers, to house animals by 2, as a granary by 2, for rental by 19, and for other purposes by 37. Statistics were also accumulated on life expectancy of existing housing by number of units per county and planned expansion of housing facilities by number of units per county. Types of living quarters occupied by workers not housed on farms where they were employed were listed by type and by county. Questions were asked as to possible sources of financing additional housing and answers were tabulated. The majority expressed the opinion that this should be done by the farmers themselves although many indicated a government agency or farmer association should aid in doing this.

Recent and planned purchases of labor saving machinery were inquired into in order to get an idea of the extent of the trend toward less use of hand labor. 9.2% of the farm operators had purchased labor saving machinery in 1957 and 6.1% planned such purchases in 1958. Items purchased include bean stringers, beet thinners, mechanical prune shakers, filbert harvesters, potato bulkers, self propelled combines, hop crowners, and various other devices.

Of the 4,273 farm operators questioned in the Employment Service survey 1,318 furnished transportation for seasonal workers. 460 growers used trucks, 316 used buses, 370 used automobiles, 8 used public carriers, and others used combinations of these vehicles. Public liability and property damage coverage was carried by 1,059 operators while 226 provided additional insurance coverage. No inspection had been made of vehicles inspected by someone. Many operators used the same vehicles for hauling crops or other purposes. 15 had been involved in accidents while transporting workers.

The Employment Service contacted 95 crew leaders in its survey of crew leaders working in Oregon. Most of these were interviewed shortly after arriving in the state and only 25 crews were working when interviewed. A total of 2,501 including 1,885 workers were connected with the 95 crews contacted. The crews averaged 20 workers. 93 of the crews were of Spanish speaking extraction. In only 36 crews did all of the crew members speak English. 70 of the crews were recruited in Texas, and 76 were composed of the same members as last year. 23 of the crews were in Oregon for the first time this year and 79 had used the Employment Service in making their arrangements for work in Oregon while 84 had been given some aid by the Oregon State Employment Service. Crew leaders recruited crew members from relatives and through other contacts in their home state, usually for work in specific crops.

In 6 cases the crew had a written agreement with their employer, but 85 had just a verbal agreement. Only 1 crew had a written agreement with the crew leader, and 83 had a verbal agreement between the leader and members of the crew. 55 crews planned to be in Oregon for 6 months this year. Others expected to stay for longer or shorter periods of time. The farmer paid 73 of the crew leaders directly but paid only 17 of the crews directly. 78 of the crew leaders paid the crew members and only 2 received a percentage of the crew's earnings. Transportation was provided by the crew leader for his crew members in the majority of cases, and most of these carried property damage and public liability insurance.

In regard to housing occupied in Oregon 86 crew leaders rated it as satisfactory. One of these classified it further as excellent, 42 as good, 33 as fair. Four said housing furnished in Oregon was poor. Comparing housing in Oregon with that use in other states, 5 declared housing they had here excellent, 41 good, 40 fair, and 5 poor. Others questioned did not respond or rented their own housing here.

60 of the crews planned to return to Oregon next year, but 33 were uncertain whether they would. Only 2 thought a licensing requirement would interfere with their operation. 52 said it would have no effect and 33 did not know what effect would be.

The report presented by the Bureau of Labor, entitled "We talked to the migrants ---," was a comprehensive discussion of their survey results based on interviews with a sample portion of the total migrants in the state. The report in its introduction, outlined the nature of the groups found among the migrants and gave a highly descriptive summary of the observed characteristics and characteristics of a typical individual in each major group, including Anglo-American with family, Anglo-American without family, Spanish-American with family, Spanish-American without family and the Farm Labor Contractor. A section on the "Age and Sex Distribution of Sample" followed and discussed the distribution of age and sex according to area and type of crop work. More older men were found among tree thinners and cherry pickers in Hood River and Wasco county. 27% of the interviewed were found to be under 30 years of age, 52.2% were between 30 and 49 years of age, and 21% were over 50. Although men predominated in the migrant force, 13.6% were found to be women. The number of women varied considerably in the crops, with women being used in much greater number in the valley berry and sugar beet counties. The migrants' opinion was that the hardest farm work in Oregon was sugar beet and potato fields.

The question, "Where do the migrants come from?" was answered. 25.2% of the interviewed came from Texas, 22.1% from California, and 14% from Oregon. However, 44.7% regarded the southwestern states as their normal residence, admitted Mexico to be their residence. An estimate was made that 20% of the interviewed speaking migrants were here illegally. Detailed tables were given showing the distribution of age groups in the sample of 728 migrants interviewed, place of residence by county, and place of residence last winter by county group. The named groups in each case were: Spanish-American with family, Spanish-American without family, and Anglo-American with and without family.

The marital status of the sample interviewed was discussed in detail. 68.6% of the Spanish-American men and 68.6% of the Anglo-Americans were married. Of the 544 who indicated they were married had their spouse with them. 26% of the unmarried men were widowed or divorced. Family groups were especially common in areas where more of the family could be employed, as especially in the producing sections of the state. The "wino" among the single men was found in greater proportion in Hood River county. 87.6% of the Anglo-American wives were working along with their husbands and families. 64.4% of the Spanish-American wives were likewise reported to be working, but it was believed that a higher percentage was actually working, as the Spanish-American does not like to admit that he has to work.

Questions in regard to the educational level attained revealed that the highest grade level class for the Anglo-American group is 7th to 9th grade and for the Spanish-American group it is 1st to 3rd grade. Only a very small percentage of the Spanish-American had gone beyond the 6th grade.

Of the 477 couples interviewed 365 had children with them. Only two children were reported to be working in Malheur county sugar beet fields. Of 1,243 children 21 years of age or under were traveling with the 801 migrants interviewed. Over half, or 53.6% of the Spanish-American group, had first work in Oregon in either 1957 or this year.

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Of the Anglo-Americans 30.2% had worked in Oregon for the first time this year or last year, but 27.4% had been here annually for more than five years. Total experience as migrant workers was higher among the Spanish-American group, where 30.3% reported they had been following the crops for over 15 years. 19.8% of the Anglo-Americans reported similar total experience as migrants. Tables gave detailed breakdowns by group and by county as to length of experience in Oregon and total experience as migrant workers.

The reason given most often for doing seasonal farm work was that otherwise the person would be unemployed. This reason was given by 38.1% of these interviewed. Others, 4.5%, said farm work was all they know how to do, 23.3% said they enjoyed it, 24.4% said they could make more money at this work - many because their wife and children could also work. The third answer in rank of frequency was that they enjoyed the work because they could be out-of-doors, could quit when they wanted to, and were free to roam. Of those asked whether they liked to work in Oregon better than in other states 31.5% of those who answered in the affirmative replied they did because of better earnings in Oregon. This reason was cited more frequently by the Spanish-American group. Other reasons for preferring to work here were given by 15.4% who liked the type of crops, 7.8% who like the housing, 8.4% who liked the length of the season, 8.5% who liked the treatment in Oregon communities, and 4.1% who preferred the climate here. Other reasons were indicated by the balance. An increase in the number of Spanish-American migrants in Oregon was forecast because of the higher wages paid here as compared to pay for agricultural work in the south. 12.4% of the 801 interviewed said they did not prefer to work in Oregon rather than in other states and cited the same variety of reasons as those who preferred to work here. Most of the migrants said they would return to the same employer next year if they were in the area. Fairness of the employer was the principal reason indicated for this, and housing, type of crop, wages, and other reasons were mentioned by others. First wages, and then housing were given as reasons for not being willing to return to an employer or an area again.

The duration of the migrants' time in Oregon and the effect on schooling of their children were also matters for consideration. 801 people were asked when they arrived in Oregon last year and 421 answered. 31.4% of these had arrived before school was out in Oregon. The majority of these were traveling without family, but some evidently took children out of school to come into the state for early work. 10% of the migrants in the sample stayed in Oregon in 1957 for over 8 months and 1.7% stayed 10 months. 28.7% stayed over 6 months in 1957. Of the family groups 10.2% stayed more than 8 months and 18.5% more than 6 months. Data on crop preferences and other states in which the migrants expected to work this year was also accumulated and discussed in the report. Wages earned in Oregon crop work were reported to be from \$.70 to \$1.25 per hour, depending on the location and the crop. Earnings of wives and children in family groups varied greatly. Earnings of from nothing to \$100 per week were reported for wives and children in a family. Median average earnings for Spanish-American families without earnings of the family head in Malheur and Valley counties were \$51.20 per week. Anglo-American family median average earnings were \$46.40. When earnings of the family head were included the median in Malheur County for Spanish-Americans was \$85.10 and for Anglo-American families was from \$45.88 in the Valley counties to \$135.66 in Wasco County. Hours worked the previous week varied from 0 to 100.

Information presented on housing found in use included descriptions of everything from bed rolls on the ground through hastily contrived shelters, tents, and cabins to well-constructed housing on farms and in camps. 477 families of approximately 2,850 people lived in approximately 650 rooms, an average of 4.7 people per room. 80% of the housing was furnished free to the migrants. Charges in some of the larger camps were found to run from \$5.50 per week in the Valley counties to \$10.00 per week in the peak season at the Walla Walla farm labor camp. Subsequent investigation revealed that the \$10 charge was made for a four-room cottage with garage from April through September and the rate for a one-room cabin is \$8.00 per week the year around in this camp. Charges of \$3.50 to \$4.00 per week are made for trailer space in these camps.

When asked about reasons for their choice of residence during the winter months 36.4% of the migrants interviewed responded that their families were there, 13.1% that their friends were there, 33.2% that they were able to find some work there, 5.3% that living cost was lower there, 2.8% that welfare help was available there, 3.4% that their homes were there, and 5.8% indicated other reasons. 47.9% worked at whatever farm work was available during the winter months. 7.8% worked in a factory or mill and 5.4% found winter work in construction. 6% were totally unemployed. Many indicated they had worked in semi-skilled or skilled occupations but had turned to agricultural labor because of unemployment in their regular line of work. When asked how much work they were able to secure during the winter only 18.1% said they had worked most all winter. 42.6% worked 9 to 20 weeks during the winter. The Spanish-Americans generally were dependent on agricultural labor to a much higher degree and consequently had much less work during the winter.

Only 11.1% worked nearly the full winter and 39.3% had 8 weeks or less of work. Earnings in winter work were very low for many. Nearly one out of five made less than \$100 during the entire winter. 64.1% made less than \$700 and only 35.9% made more than \$700 during the winter. Many who worked in farm work would have made over \$35 per week, but rain cut their earnings to \$15 to \$20 per week. Some in the semi-skilled and skilled occupations reached a winter income of \$1,500 and occasionally \$2,000.

Travel to Oregon was by truck for 57.8% of the single Spanish-American workers and 32.7% of the families. Only 7 or 8% of the Anglo-American workers traveled by truck. 60.6% of the Spanish-American families came in automobiles, frequently not their own, and 35.5% of the single Spanish-American workers came in automobiles. The Anglo-American families traveled almost exclusively by means of their own automobile. 45.4% of the Anglo-American singles drive their own car or double up with others who do. 17.5% ride the freight cars. Crews of Anglo-American workers usually travel by bus rather than truck. Travel to Oregon after a winter of little or no work frequently has to be financed with the aid of family, friends, crew leader, or the Oregon employer, particularly in the sugar beet industry, though this is also done by many other farmers.

The crew leader or farm labor contractor was indicated as the man through which they secured their job by 39% of the families and 55% of the singles of the Spanish-American group. 17.2% had previously worked for the same employer and 6.2% obtained their job through their friends. Word of mouth advertising among the migrants was noted as very effective in directing friends to the "good guys" and "good deals."

The "not such a good guy" and the "bad deal" is even more highly advertised in this effective way. 28.8% indicated they find their jobs by just asking around. Only 14.3% indicated use of the Farm Placement Service in Oregon and only 21 out of 801 mentioned other state employment services though most of the sugar beet workers and many other crews are cleared out of Texas and into Oregon through the employment service in both states. Considerable turnover was observed to occur in the composition of crews. 35.7% on the average had been with their crew leader less than 15 days. It is worthy of note, however, that this figure does result from interviews largely taken early in the season. On the other hand 33.3% had been with their present crew leader for 1 to 3 years, 6% for 4 to 6 years, and 5.2% for 7 to 10 years.

The Bureau of Labor survey was conducted mostly by volunteer workers from students, church groups, and the Latin-American Club. Preliminary training was given these interviewers by Bureau personnel and this was followed up by a briefing session just before the interviewing groups went to work. Migrants were interviewed wherever they could be found. The migrants actually interviewed were estimated to be 5½% of the total number in Malheur county, 5% in the Willamette Valley, 19% in Washington county, 6.1% in Multnomah and Clackamas counties, 8½% in Hood River county, 6% in Wasco county, and 3½% in Umatilla county. Volunteer workers aided in the tallying of the results of the survey at the Bureau of Labor Portland office. The Bureau expressed its opinion that the results of its survey are reasonably valid with the exception that only the early season crops were dealt with because of the timing of the survey. Continuing the survey throughout the season, it was suggested, would overcome this.

A section on "The Farm Labor Contractor" was included in the Bureau's report. Because the Bureau's interviewers found the migrant workers so closely controlled by the crew leaders in some areas, they endeavored to find out more about the methods of operation of the crew leaders, or contractors. For the purpose of their report the Bureau did not distinguish between the two, but called them all contractors, and was chiefly concerned with those who have Spanish-American crews because there were so many more of this type. Information was gathered about 242 of these contractors or crew leaders in the general Oregon - Idaho area. 116 were in Malheur county and were reported to have crews ranging in size from a few to 251 workers, with the average being about 60.

Some of the practices uncovered were legal and to be expected. Others, about which the Bureau states it has more information than mere isolated instances include: payment of travel expense by an employing association with duplicate collection from the migrant, arrangement for credit for a migrant on a percentage fee basis, arrangement of tavern credit with a like percentage fee where the tavern jacks up prices to pay the percentage to the crew leader, rental by the crew leader of a farmer's housing at a mark-up, short measurement of work assignments or other means of underpaying while seeming to pay the going rate to the worker with the crew leader receiving the full contract price, traffic in marijuana and prostitution, connections with organized gambling, recruiting of a crew at an alleged rate of pay then reducing the rate, and sharp practices in providing loans or a pawn shop service to migrants. The Bureau believes the present crew leader system works to suppress the progress of the Spanish-American migrant worker. It believes also that many of the crew leaders have connections with someone who directs their activity and cites an instance of one who is believed to have some 22 sub-contractors, or crew leaders under him who handled an estimated 2,200 workers in 1957.

Anglo-American crew leaders appear to be less crude in their operations. Some apparently receive a percentage for supervising the crew, and which percentage is at least in part a deduction from the crew's wages which leaves them with pay less than the going rate. Some sell food or groceries to their workers in a commissary type of operation, which brings in additional profits. Definite information on the amount and manner of payment to these contractors seemed to be difficult to determine, but evidence appears to indicate that some contractors have a very profitable business and that in some cases their workers receive less pay than the usual rate.

The report submitted subsequently by the Department of Education pointed out that the problem of the education of migrant children was one of long standing and one which could not be immediately solved because both federal and state legislation would be necessary before an effective program could be implemented. Meanwhile, the report stated, school districts are doing their best to assimilate migrant students into their regular classes. In areas where many such students are involved this puts a heavy financial burden on the districts. A second obstacle is the difficulty of getting the children to attend school even though the law requires their attendance. It was foreseen that cooperation of school authorities, migrant parents, and employers would be required for the solution of this problem.

Three suggestions were made: "(1) To enact legislation for funds and authority to provide additional classrooms, supplies, teachers, and transportation facilities. (2) To provide summer schools near camps, which migrant children would be required to attend unless they could show proof they had already completed at least 170 days of classroom instruction during the school year. This would require legislative action to provide authority and funds, provision of facilities, supplies, teachers, transportation, a commonly accepted system of transferring records of pupils, provision for midday meals, authority, and funds for state supervision of the summer schools. (3) Traveling trailer-house schools. Since migratory routes cross state lines, education of the children becomes a federal responsibility. It was proposed that steps be taken to secure federal control of workers' contracts so that a traveling trailer school and teachers could move with a group of workers traveling under contract. It was recognized that, as all these proposals would involve considerable additional expense for the state they would not be practical without federal assistance.

A further report was presented in August by the Bureau of Labor on "The Education of the Migrant Child." Information for this report was obtained from teachers, principals, superintendents, juvenile officers, etc. The Bureau indicated that this report was submitted in the role of a reporter, not in the role of an authoritative educational agency. Statistics included were held to be factual within the limitations of the scope and degree of reliability of the sources of information. The balance of the report was made up of observations, comments, and opinions of the people interviewed in the communities. It was not held forth as a complete report on these matters, but as a starting point for further study by qualified persons.

As some of the questions used were extensive and complicated difficulty had been experienced by some of the volunteer interviewers in obtaining complete answers. The total survey covered families who had a total of 1,243 children traveling with their parents, but data obtained was not always complete. The part of the survey used for the study of the education of the migrant child is even more restricted, as only three counties, Marion, Malheur, and Washington, were covered in this portion of the survey.

Families with a total of 471 children were interviewed in these three counties, but education data was secured on only 337 children who were of school age. Because of this limited number the Bureau stated that statistics in the report should be regarded as indicative of the problem rather than as an accurate statistical measurement of the migrant child in Oregon.

Summarizing conclusions which could be safely drawn from this part of their survey the Bureau's report stated the following:

1. Of the 337 children about whom we received education information, between 60 and 70% were behind their proper grade level.
2. Of all migrant children in Oregon, an alarmingly substantial number are behind their proper grade level even though we cannot calculate an exact percentage.
3. A higher proportion of the Spanish-American children appear to be behind their proper grade level than of the Anglo-American children.
4. Of the 337 children, 40 to 50% attended more than one school last year.
5. Of all migrant children in Oregon, a substantial number change schools at least once during the school year and must adjust to the class work in each new school entered.
6. Comparatively few migrant children receive the advantages of attending kindergarten, or of graduation from high school, or of going on to college or trade school.
7. Under these circumstances, the education of the typical migrant child cannot help but be critically inadequate and a fertile field for further study by qualified persons is evident."

In relation to the material in its earlier report, the Bureau called attention to its contact with families including a total of 1,243 children traveling with their parents of which almost one-third arrived in Oregon before the end of the school year. One half of the families who had been in Oregon the previous year had remained in the state until after the school year began in September. No attempt was made to estimate the total number of migrant children of school age in the state during some part of the school year but it was thought they must number at least 5,000 and the opinion was conclusively expressed that Oregon has some educational responsibility for a substantial number of school age migrant children in Oregon during some part of their school year. The need for much more information and thought about this matter was emphasized.

The report gave consideration to the factors in which the pre-school age mental conditioning of the migrant child differs from that of the resident child. The more frequent lack of opportunity to attend kindergarten was observed to add to the difficulties the migrant child faces in adjusting to the school situation. If, in addition, the migrant child is of Spanish-American extraction, he faces additional cultural and communication problems. For many this is a most severe problem as family conversation may be altogether in Spanish or, where there are older children, it may be in a mixture of Spanish and poor English without the child knowing which is which.

The difference in cultural standards between home and school add more emotional strain to the language handicap. The varying degree of segregation, whether voluntary or induced by a community, greatly limits the Spanish-American migrant child's opportunity to learn English. Consequently, progress is slow at best, and the resident child usually far outdistances the migrant child. Other factors complicating the child's adjustment and progress were discussed in the report, as: the feeling of not belonging, the repeated losses of time due to moves made during the school year, the variation in curriculum encountered in different schools and the readjustment required as each new school is entered, the need for flexibility in the treatment of both Spanish-American and Anglo-American migrant children because of their individual personality differences, the discouragement to the child who falls farther and farther behind in his grade level, the lack of encouragement from the family who need to have the child employed, and the comparative apathy of school attendance officers toward migrant truants.

The problems of the teacher in dealing with migrant children were also recognized in the report. It mentioned the teacher's additional responsibility to give attention to the newcomer without losing progress with the resident children in their normal curriculum, her need to work hard with the bi-lingual student to increase his basic word knowledge before achieving comprehension of normal subject matter, her lack of training to equip her for dealing with the special problems of teaching migrant children, her lack of adequate records on the child's previous schooling, her lack of opportunity to become fully acquainted with the problems relating to the migrants in the community and the overloaded classes and strained facilities which must be stretched beyond capacity to handle the influx of migrant children. The school administration's problems are likewise complicated. The report pointed out marked difficulties are occasioned by the lack of a system to maintain continuity of school record information, the lack of guidance in meeting the problems of providing for the special needs of migrant children, the problem of planning for the much greater number of students for just a portion of the school year with possibly extra teachers needed, together with short budgets and lack of community response to pleas for special financing.

The report offered some suggestions based on accomplishments in some localities in Oregon. These included special training in the teacher training centers in regard to the problems of the migrant child, the bi-lingual child and the bi-cultural child; familiarization of educators with the information available on these subjects; workshops for teachers from migrant areas to provide discussion with specialists in the fields of human relations and education. The suggestion was made to extend these workshops to the community level to include community leaders and parent-teacher groups so that a school curriculum designed to raise the cultural and educational level of the retarded migrant child could be put in operation. This, it was thought, would stimulate healthy and helpful community attitudes toward migrant children. Thus knowledge could be gained of the extent and location of bi-lingual migrants, of the presence of migrant children in the area who may not be attending school and methods could be developed to gain response from parents so as to improve school attendance of migrant children. Need was seen for adequate transportation to school for these children and for overcoming the handicaps of migrant family poverty and segregation of migrants in the schools and in the communities. It was suggested that a progress report card be developed on which information could be recorded on specific texts and pages covered by the child.

This would be carried by the child to the next school so that the orientation period could be reduced and the child could then as quickly as possible be placed on the academic chart at the point where he recently left off. The desirability of a teacher visitation program with the migrant parents was suggested as a means of encouraging school attendance and bringing the family the feeling of being a part of the community even if but temporarily so. More diligent enforcement of school attendance requirements was advocated, along with re-examination of the practice of too freely granting work permits to migrant children. A special supervisor and staff within the State Department of Education was advocated, so study and leadership in these problems could be provided, organized, and carried out.

Detailed tables in the Appendix of the report furnished the breakdowns from which the averages first cited in this discussion were obtained. Another part of the appendix related the achievements of two public schools and one parochial school in dealing with the problem of educating migrant children. These schools were aroused to the problem by leadership which encouraged the teachers to use their skills and ingenuity in developing a program to reach these socially handicapped children. Cooperation of the parent-teachers association and community groups was enlisted in an effort to reach the parents and encourage them to help. Every effort was made to see that school attendance was maintained. One technique developed was to provide special assistance for these children by a specially assigned teacher who worked with them for short periods but did this without preventing the child from participating adequately with his regular class. This prevented the feeling of segregation. Records were kept with special care so as to assist the teacher in the next area to place the child in the proper grade and curriculum level without loss of time. Community cooperation was enlisted by the schools so that transportation, lunches, and clothing were obtained for families who arrived in the area with inadequate resources. Two of the schools experimented with the use of summer school to supplement the regular school year. The efforts of these schools were highly commended as their communities were made aware of the problem and the persons in them were also given insight into the dilemma which the migrants face.

