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BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

Analysis Of Migration Characteristics Of Children Served Under The Migrant Education Program

Not all migrant children served by the program are continuously on the move and frequently miss school. About 40 percent of the migrant student population within six selected school districts in Texas, California, and Florida had a continuous school experience, generally within a single school district, and migrated only during the summer, over holiday breaks, or before initial school enrollment.

The Congress should consider the information in this report in its deliberations of pending legislation dealing with this issue.

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON D.C. 20548

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To the President of the Senate and the
Speaker of the House of Representatives

This report discusses our analysis of the migration characteristics of children served by the migrant education program. Our analysis showed that many children served by the program at the locations we visited had not experienced a disruption in their schooling as a result of migration.

The report contains a matter for consideration by the Congress.

We are sending copies of this report to the Director, Office of Management and Budget, and the Secretary of Education.

Charles A. Bowsher

Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

ANALYSIS OF MIGRATION CHARACTERISTICS OF CHILDREN SERVED UNDER THE MIGRANT EDUCATION PROGRAM

D I G E S T

The migrant education program is one of the largest and fastest growing programs administered by the Department of Education. Program funding has more than doubled in the last 6 years, growing from about $131 million in fiscal year 1977 to over $266 million in fiscal year 1982. The program is intended to provide supplemental funding to State and local education agencies so that special programs can be established or improved to meet the needs of children who miss schooling or suffer educational problems because of migration. (See p. 1.)

GAO reviewed student school enrollment patterns within six school districts in Texas, California, and Florida to determine whether students classified as children of migratory agricultural workers are missing school and having their education disrupted because of their lifestyle.

GAO focused its review in this manner because the program was initially predicated on the assumption that migrant students constantly miss school as a result of migration. It was not within the scope of this review to evaluate the adequacy of Federal funding for the program or the adequacy of its administration at either the State or local level. (See p. 5.)

MANY CHILDREN IN MIGRANT PROGRAM DO NOT MISS SCHOOL AS A RESULT OF MIGRATION

Within the six school districts reviewed, about 40 percent of the sample population missed no school because of migration since initially enrolling in school or during the 4 years before their last date of migration through January 31, 1982. These students migrated exclusively during the summer months, over holidays, or before initial school enrollment. Another 3.6 percent of GAO's sample missed fewer than 10 days of

school due to migration in any of the years reviewed. Further, 60.3 percent of the sample population were enrolled in only one school during the period GAO reviewed, which averaged 4.3 years for each student. (See pp. 11 to 13.)

A study made by a private research organization, Research Triangle Institute, concluded that for the period covered by its study--one school year--about 46 percent of the students sampled remained at one school district for the entire year. The period of GAO's review varied for each student and ranged from 5 months to about 10 years. (See p. 12.)

DEFINITION OF MIGRATORY CHILD DOES NOT ADDRESS SCHOOL DISRUPTION ISSUE

Migrant children are eligible for program services for each year they are determined to be "currently migratory" and up to 5 additional years as "formerly migratory." (See p. 10.)

Under present program regulations, a current migratory child is one who has moved across school district lines within the past 12 months. The migratory move may occur at any time during the year and does not have to result in missed school days or a disruption to the child's education. A formerly migrant child is, in essence, one who was previously classified as currently migratory but no longer migrates. (See pp. 10 and 11.)

PROPOSED CHANGE IN DEFINITION WOULD TARGET FUNDS IN FUTURE TO SERVE CHILDREN WHO MISS SCHOOL AS A RESULT OF MIGRATION

The Secretary of Education has issued a notice of proposed revisions to migrant education program regulations which will require that for children to be considered currently migratory for program purposes, they must have moved from one school district to another during the school year within the past 12 months and must have had their education interrupted as a result of the move. The proposed regulations will not change the eligibility requirements for formerly migrant children.

Children eligible as current migrants under present regulations, who would not qualify as currently migratory under the proposed revisions, will be eligible for services as former migrants. Children already eligible as former migrants will remain in that status. Children not now eligible as either current or former migrants will have to satisfy the new definition of currently migrant to become eligible for the program. (See p. 19.)

MATTER FOR CONSIDERATION BY THE CONGRESS

The President vetoed legislation passed by the Congress in December 1982 that included a provision that would have precluded the Secretary from changing the definition of a migratory child as discussed above. Similar legislation is being considered by the current Congress. (See p. 19.)

The Secretary's proposed regulatory change is consistent with congressional expectations when the migrant education program was enacted in 1966; namely, the program should serve migrant children whose schooling was interrupted as a result of migration. The legislation currently under consideration by the Congress would expand this legislative focus to include children who migrate but whose schooling is not interrupted. It was not within the scope of GAO's review to determine whether migrant children who do not miss school are in need of migrant education program benefits, and this report reaches no conclusions in that regard.

GAO believes the data it developed provide a useful perspective on the migration characteristics of children currently served by the program and therefore suggests that the Congress consider the report in its deliberations on the pending legislation. (See p. 21.)

AGENCY COMMENTS

A draft of this report was provided to the Secretary of Education for comment. The Deputy Assistant Secretary for Elementary and Secondary Education orally advised GAO that the Department agreed with its findings. (See p. 20.)

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CHAPTER 1

INTRODUCTION

Large-scale Federal participation in migrant education began in November 1966 with the enactment of legislation creating a national migrant education program (Public Law 89-750). The law amended Title I of the Elementary and Secondary Education Act of 1965 (Public Law 89-10), now Chapter 1 of the Education Consolidation and Improvement Act of 1981, to provide for awarding Federal grants to help State agencies establish or improve programs to meet the special needs of the children of migratory agricultural workers.

Title I of the act authorized Federal financial assistance for programs designed to meet the special educational needs of educationally deprived children living in areas with high concentrations of children from low-income families. A separate program for migrants was deemed necessary because programs developed under the original Title I legislation did not focus on the migrant population. There was concern that if Title I program openings were full when migrants arrived in a new community, the migrants would not receive the benefits of the new Federal initiative. Further, it was felt that migrant children had unique needs and problems that were not addressed by the original Title I legislation.

In recent years the migrant program has been one of the largest and fastest growing programs administered by the Department of Education. Program funding has more than doubled in the last 6 years, growing from about $131 million in fiscal year 1977 to over $266 million in fiscal year 1982. During fiscal year 1981, about 577,000 students were counted as eligible for program services and were being served at over 21,000 elementary and secondary schools through 3,100 projects.

This report profiles children who are funded and served by the migrant education program and examines whether their school attendance patterns are consistent with the congressional understanding of migrancy that led to the program's authorization and continuation.

THE MIGRANT EDUCATION PROGRAM

The migrant education program was established to provide supplemental funding to State and local education agencies so that special programs could be designed and maintained to meet the special educational needs of the children of migratory agricultural workers. Later amendments extended services to pre-

school children and both services and funding to formerly migrant children and children whose parents are engaged in migratory fishing activities.

Within broad Federal guidelines promulgated by the Secretary of Education, each State education agency administers and operates the migrant program by providing basic and special grants to local school districts and other public and private organizations that operate migrant projects. To receive project approval and funding, each State annually submits a plan and cost estimate for its migrant program to the Department of Education. The Department then awards grants to support program administration and operation.

Program regulations specify that migrant services must be supplementary to services provided with State and local funds. Projects may include a broad range of instructional and related services and activities, including academic, remedial, and compensatory education; bilingual and multicultural education; vocational and career education; special guidance, counseling, and testing; preschool services; instructional materials; and other services that meet the program's purposes.

Regulations also allow States and operating agencies to design and operate projects that provide health, nutritional, social, and other supportive services necessary to enable eligible migratory children to benefit from instructional services. However, school districts must first request assistance from other Federal and State programs in locating these services and determine that such assistance is unavailable or is inadequate to meet the migrants' needs.

The program also funds a Migrant Student Record Transfer System located in Little Rock, Arkansas. This automated telecommunications system accumulates and maintains a data base on migrant students' academic and health records and transmits such records to schools in which migrants have enrolled. The transfer system is also used to compute the amount of program funds allocated to the migrant program and distributed among the States.

MIGRATORY PATTERNS

Most migratory farm workers move from home-base locations, where they reside when they are not working (usually during the winter), to "upstream" communities, where they reside temporarily to obtain work. In home-base areas, migrants are generally indistinguishable from their nonmigratory neighbors, who are usually of the same ethnic or racial group.

Migration occurs primarily in three distinct and predictable streams that originate in California, Texas, and Florida. The western stream flows from California to Washington, Oregon, and the Rocky Mountain States; the midwestern stream begins in Mexico and Texas and extends northward into Illinois, Wisconsin, and Michigan; and the eastern stream goes from Florida northward along the eastern seaboard.

Advanced agricultural technologies and competition for available work have altered traditional migratory patterns in recent years. Midwestern stream and coastal migrants now mingle in new patterns. Also, significant changes have occurred in the western stream, and California now serves as a year-round location for resident seasonal workers. The map on the following page illustrates recent agricultural migration patterns.

ADMINISTRATION AND FUNDING

The Department of Education bases funding for the migrant program on the number of full-time equivalent students, ages 5 to 17, in the Migrant Student Record Transfer System. The funding formula is as follows:

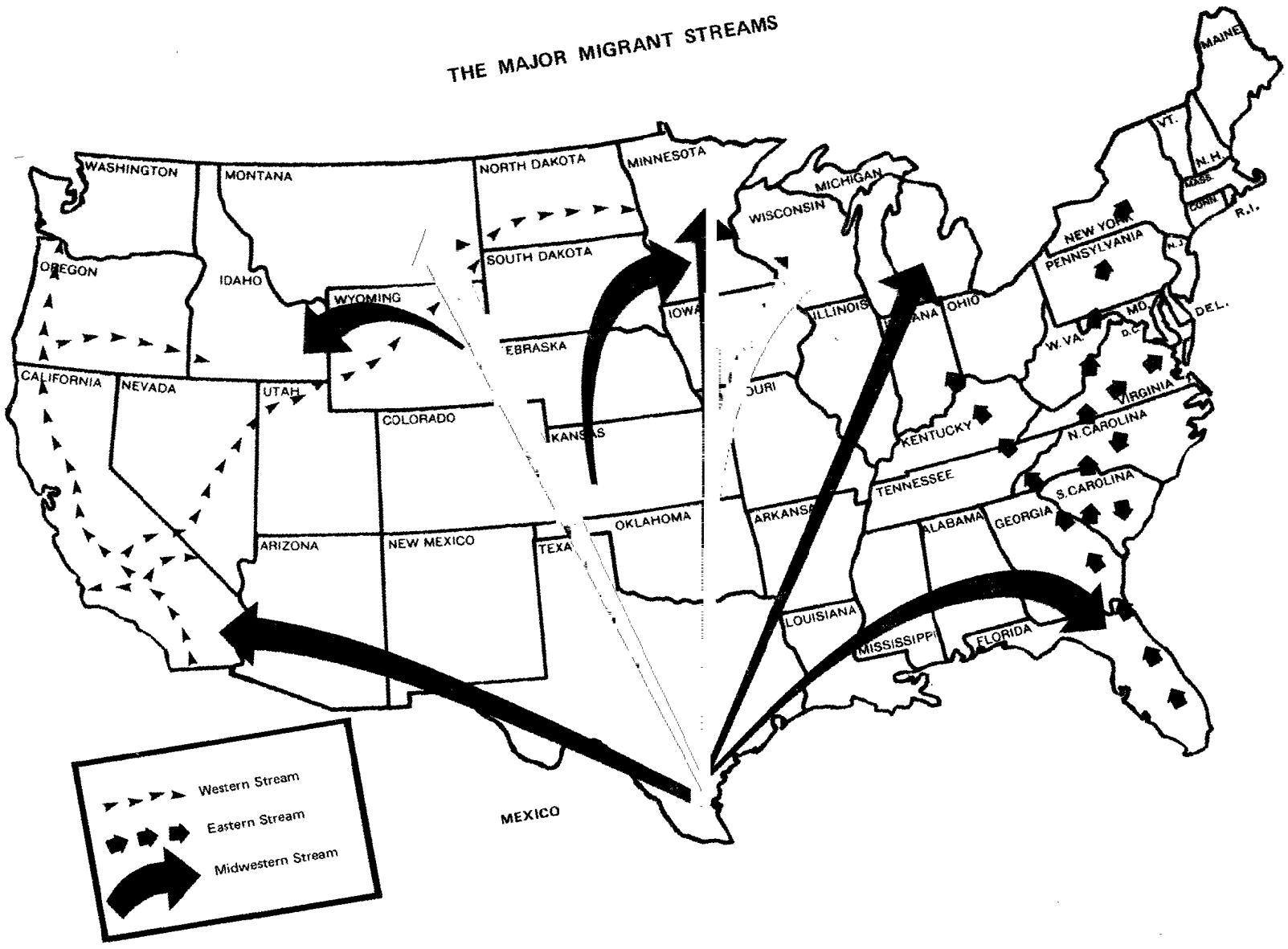
1. Each State accumulates 1 residency day for each day during a calendar year a migratory child resides in that State.

2. A State's total accumulated residency days is divided by 365 (365 residency days equals one full-time equivalent).

3. Each State's total full-time equivalent is then multiplied by 40 percent of its per pupil expenditure rate to determine its funding. Each State has a funding floor and ceiling, computed to be not less than 40 percent of 80 percent of the national average per pupil expenditure rate, or more than 40 percent of 120 percent of the national average per pupil expenditure rate.

Since the program's inception, several changes have taken place in migrant program funding. The Education Amendments of 1974 (Public Law 93-380), which took effect with fiscal year 1975 programs, changed the data base used for funding from Department of Labor estimates of migrant workers to student counts in the Migrant Student Record Transfer System. As this change would have decreased funding to many States, legislation also provided that States were to be "held harmless" at 100 percent of the prior year's allocation. This prevented a State from receiving less money than in the prior year. In fiscal year 1983, however, this provision will be reduced to 85 percent of the prior year's

THE MAJOR MIGRANT STREAMS



funding allocation. The 1974 amendments also expanded the program by adding provisions for funding students classified as "formerly migratory children" and the children of migratory fishermen. The 1978 amendments provided special funding for migrant summer programs. Under implementing provisions, however, special funding is limited to students who experience both an enrollment and a withdrawal during the summer school term.

For 2 fiscal years, 1980 and 1981, the Congress placed a funding cap on the migrant program. During fiscal year 1982 actual calculations showed a gross program entitlement of $288 million, but appropriations fell short of this amount by about $22 million. Nonetheless, funding allocations for the migrant program have increased each year since the program's inception, as shown in the following table.

Fiscal Year	Allocation
1967	$ 9,737,847
1968	41,692,425
1969	45,556,074
1970	51,014,319
1971	57,608,680
1972	64,822,926
1973	72,772,187
1974	78,331,437
1975	91,953,160
1976	97,090,478
1977	130,909,832
1978	145,759,940
1979	173,548,829
1980	209,593,746
1981	245,000,000
1982	266,400,000

In accordance with legislative requirements, funding for the migrant program is taken 100 percent "off the top" of the total Chapter 1 funding authorization; any reduced requirement for the migrant program would make available additional funds for other chapter 1 programs.

OBJECTIVE, SCOPE, AND METHODOLOGY

Our review was designed to determine whether children funded and served by the migrant education program are missing school and having their education disrupted because of migration, factors that would be consistent with the congressional understanding of migrancy that led to the program's authorization and continuation. We reviewed the program's legislative history and, for a random sample of migrant students, collected data on school enrollments, achievement, and participation in special programs. We did not evaluate the adequacy of the Federal funding of the

program or the administration of the program at either the State or school district levels. We did not attempt to determine whether migrant children who do not miss school need migrant education program benefits.

Our audit efforts, which were confined to children of migrant families engaged in agriculture, principally covered State education agencies and school districts in Texas, California, and Florida, the three predominate home-base migrant States. These States receive over 55 percent of all migrant program funding. For fiscal year 1982, funding for Texas, California, and Florida totaled $67.0, $61.3, and $19.2 million, respectively, making them the three highest funded States. We also did limited audit work in Washington and Michigan--two of the largest "upstream," or migrant-receiving, States--but only collected data pertaining to student arrival and departure dates at these districts.

District selection

Local education agencies were judgmentally selected for review to represent a mix of urban and nonurban school districts with large migrant programs. We reviewed the largest urban and largest nonurban migrant districts in Texas and California, the 2nd largest nonurban migrant district in Florida, and the 13th largest nonurban migrant district in Texas.

We also sampled the largest migrant districts in Washington and Michigan, but did not make detailed analyses of their migrant populations because, for many students, school attendance records, the primary source documents used for analyses, were incomplete or unavailable. Many of the sampled students were transient to the locality, and their home-base school attendance records had not been obtained. Also, many of them had not enrolled in school at the "upstream" locations.

School districts examined for this review are identified and discussed in appendix I.

Student sample selection

We selected student samples from the Migrant Student Record Transfer System universe of migrant students at each audit location. For our initial analysis, we drew random samples from the universe of students at two sites in Texas as of December 23, 1981. For our later work at the four sites in Texas, California, and Florida, we drew random samples from the universe of students enrolled in the system at any time between September 1 and December 31, 1981. We chose this time frame because it encompasses peak enrollment periods at the locations visited. The universe used for our initial work is compatible with that used in our later review.

School-age students in our sample population ranged in age from 5 to 19, with about half age 10 or younger (see app. III) and two-thirds enrolled in grades kindergarten through 6 (see app. IV). The migrant status makeup of the sample population showed 56 percent current migrants and 44 percent former migrants (see app. V). This closely parallels the current/former migrant status ratio reflected in the Migrant Student Record Transfer System for 1981. Also, the current/former status ratios within the individual district samples paralleled migrant population makeups at those locations. Nearly 97 percent of our sampled population were enrolled at their home-base school at the time of our review (see app. VI).

For the local education agencies visited in Michigan and Washington, samples were chosen from the universe of students enrolled in the system during calendar year 1981. We analyzed these samples to determine the date migrant students arrived and departed. No other analyses were performed of student populations at these locations.

Universes and sample sizes selected for audit are discussed in appendix II.

Sample analyses

For each of the randomly sampled students, we obtained copies of Migrant Student Record Transfer Forms, school history records, and any other documents pertaining to migrant program enrollment. These documents provided such information as student age, birthdate, home-base location, migrancy status, history of school enrollments (if entered into the system), and date of last migration.

After obtaining these data, we visited campuses where migrants were enrolled and examined student cumulative files and other official documents. We obtained data on school attendance during the 4-year period before the students' most recent arrival at the subject location, up to January 31, 1982. For students in grades kindergarten through 3 (or generally those who had not been enrolled in a school for a full 4 years), we collected data from the date of their initial school enrollment, generally in kindergarten.

In examining attendance patterns, we recorded for each student the number of school days missed that were documented as migration related. However, since the active migrant is typified by late school enrollments and/or early withdrawals, we treated all absences that included beginning or ending days of a school term or of a holiday break as migration related. Long unexcused absences during the school term, generally 4 or more consecutive

days, were discussed with school officials and recorded as either migration or nonmigration related depending on available documentation. When data were unavailable or insufficient to permit our determining the reason for a school term unexcused absence, a "can't determine" response was recorded. Students who migrated exclusively during the summer and/or holidays or before their initial school enrollment were recorded as having missed no school because of migration.

We also collected data on students' latest scores on national norm tests in mathematics and reading administered since January 1980 and on student enrollments in special academic programs during the 1981-82 school year. These programs included

--Elementary and Secondary Education Act, Chapter 1;

--Elementary and Secondary Education Act, Chapter 1 migrant;

--bilingual, English as a second language, or English for speakers of other languages;

--State-funded compensatory education programs; and

--special education for the handicapped.

No analyses were performed of students who did not have an enrollment at the school annotated in the Migrant Student Record Transfer System (grades kindergarten through 12) during the 1981-82 school year. Most of the excluded students were below age 5 or above age 18. (See app. II.)

Other program reviews

Since its inception in 1966, the migrant education program has also been the subject of studies, reviews, and audits by the Department of Education Office of Inspector General and private contractors. In 1976 the Research Triangle Institute, a private research organization, began an extensive national study of the program under a contract with the Department's National Institute of Education. This study, which was completed in September 1981, collected and analyzed information on three aspects of the migrant education program: (1) the characteristics of the population served, (2) the program's impact on academic skills, and (3) the validity of the data used for funds allocation. This study also discussed the fact that many students classified as "migrant" were not actually migrating during the school term. We reviewed and analyzed the findings, conclusions, and recommendations of these past audits and studies as a part of our overall audit effort.

Projectability of sample results

The results of our review are projectable only to the six school districts we visited. A great deal of time, money, and staff resources would have been needed to review a statistically projectable sample of students. However, our analysis, used in conjunction with the results of the Research Triangle Institute study, shows strong evidence that the results reported are generally representative of what is occurring nationwide.

Our review was performed in accordance with generally accepted government audit standards.

We initiated our in-depth field surveys and analyses in January 1982, expanded our review to additional locations in March 1982, and completed our data gathering and analyses in September 1982. We discussed the results of work with officials at each location visited.

Throughout this period Department of Education regulations, policies, and procedures for administering the migrant education program have not changed. However, proposed regulatory changes are now being considered. (See p. 19.)

CHAPTER 2

THE MIGRANT EDUCATION PROGRAM EXTENDS TO STUDENTS WHO HAVE NOT BEEN ACADEMICALLY AFFECTED BY MIGRATION

The migrant education program was enacted to meet the special needs of migrant children, who are considered to have a greater educational handicap than other groups because they are continually on the move, frequently miss school, and lack continuity in instruction. While most migrant children have had their education disrupted, the definition of migrant child under the program has extended eligibility to children who have not experienced such disruption.

Our analysis of student attendance patterns in six school districts in Texas, California, and Florida disclosed that 39.5 percent of the students funded under the migrant program are neither missing school nor experiencing a disrupted education. Similar characteristics of the populations served by the program were observed by the Research Triangle Institute study. Other programs funded under the Elementary and Secondary Education Act, as well as State-funded programs, provide services to children who are educationally or economically disadvantaged for reasons other than having a migratory lifestyle.

The Secretary of Education has proposed a revision to program regulations that would change the program's definition of "migratory child." This proposed revision would require that children must have had their education interrupted as a result of a migratory move during the past 12 months to be determined "currently migrant." The Secretary stated that the change was being proposed to assure that only children who have experienced such a disruption are funded under the program.

In December 1982, the Congress passed legislation, H.R. 7336, to make certain technical amendments to the Education Consolidation and Improvement Act of 1981. Included in the legislation was a provision that would have precluded the Secretary from changing the definition of a migratory child. However, the President pocket-vetoed the bill after the Congress had adjourned.

PROGRAM DEFINITION OF MIGRANT CHILDREN

Current regulations for the migrant education program (34 CFR Part 204) define currently migratory child and formerly migratory child as follows:

"(2) 'Currently migratory child' means a child (i) Whose parent or guardian is a migratory agricultural worker or a migratory fisher; and (ii) Who has moved within the past 12 months from one school district to another * * * to enable the child, the child's guardian, or a member of the child's immediate family to obtain temporary or seasonal employment in an agricultural or fishing activity."

* * * * *

"(4) (i) 'Formerly migratory child' means a child who
(A) Was eligible to be counted and served as a currently migratory child within the past five years, but is not now a currently migratory child;
(B) Lives in an area served by a migrant education project; and
(C) Has the concurrence of his or her parent or guardian to continue to be considered a migratory child."

A migratory child is eligible for services each year he or she is determined to be a "currently migratory child" and up to 5 additional years as a "formerly migratory child." Therefore, under the present program regulations, children are eligible to receive migrant services as long as they have made at least one move across school district lines in the last 6 years because of their migratory lifestyle. Eligibility is not dependent upon guidelines pertaining to such variables as family income, educational deprivation, or student grade level. Furthermore, the migratory move may occur at any time during the year and does not have to result in missed school days, enrollment in another school, or disruption to the child's education.

SCHOOL ATTENDANCE AND OTHER CHARACTERISTICS OF THE SAMPLED POPULATION

Of a random sample of 811 students from a universe of about 27,000, 39.5 percent had missed no school because of migration since initially enrolling in school or during the 4 years before their last date of migration, through January 31, 1982. Another 3.6 percent had missed fewer than 10 days of school in any one year during the same period. This period often comprised a student's entire academic career. Program eligibility for students who missed no school was based on migrations during the summer months, over holiday recess, or before their entering school.

We made other analyses to determine the number of school districts students had enrolled in during the period reviewed, their academic achievement, and their enrollment in remedial or

represent 44.2 percent of our sample population, they represent about 59.7 percent of the students who missed no school. (See app. IX.) Analysis of the sampled students who missed no school by grade level shows that elementary grade level students (grades kindergarten through 6) were more likely to have missed no school than were middle and high school students. For example, while elementary grade level students make up 63.7 percent of our total sample, they make up about 79 percent of the students who missed no school. However, middle and high school students were also more likely to have been categorized as "can't determine" because they generally had more unexcused absences during the school year than did their younger counterparts, and we could not always determine whether such absences were caused by migration. (See app. X.)

Examination of individual student migration patterns showed a number of migrations of short duration. For example, our analyses at the Robstown Independent School District showed that program eligibility for at least 25 migrants was based solely on summer/holiday migrations ranging from 2 to 7 days. Furthermore, seven of those migrations were within a 10-mile radius of Robstown, with one occurring over a 3-day Thanksgiving school break. These migrations provide program funding for up to 6 years and are considered equivalent to annual migrations that severely disrupt an individual's education.

Academic characteristics

About 540 of our 811 sampled students (or 66.6 percent) had taken a national norm test in reading, mathematics, or both since January 1, 1980. For each of these students we recorded total reading and mathematics percentile scores, based on national rankings, for their most recent test since that date. Districts were found to have given most of our sampled population one of four major tests--California Achievement Test, Stanford Achievement Test, California Test of Basic Skills, and Iowa Test of Basic Skills.

Analysis of test scores for reading show that 50.3 percent of the students tested scored at or below the 25th percentile, 28.1 percent scored between the 26th and 50th percentiles, and 21.6 percent scored above the 50th percentile. The mean reading score for all sampled students was at the 29.9th percentile. (See app. XII.)

Mathematics scores were somewhat more favorable than reading, with 38.2 percent scoring at or below the 25th percentile, 32.8 percent between the 26th and 50th percentiles, and 29.0 percent above the 50th percentile. The mean mathematics score for all sampled students was at the 37.9th percentile. (See app. XIII.)

SPECIAL ACADEMIC PROGRAM ENROLLMENTS

BY SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS

DURING SCHOOL YEAR 1981-82 (note a)

DUPLICATE COUNT (note b)

Program	Percentage of students						Weighted percentage (note c)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Chapter 1 migrant	54.0	46.6	41.6	31.6	58.8	36.2	47.3
Chapter 1 regular	23.0	18.5	15.8	21.9	69.1	32.5	34.3
Language development (bilingual ESOL/ESL)	64.6	43.2	28.7	12.3	26.5	58.7	41.4
State compensatory	17.7	0.0	6.9	6.5	d/0.0	d/0.0	6.6
Special education for the handicapped	1.8	7.5	15.8	14.8	4.4	1.2	6.0

a/Excludes participation in nonacademic, program-sponsored services.

b/Schedule includes a duplicated count of program enrollments. For example, the same student may be enrolled in more than one program.

c/See note a, appendix III.

d/These districts combine State compensatory funds with Federal Chapter 1 regular and language development funds.

APPENDIX XIV

for the handicapped. The proportion of students receiving individual services varied widely among the districts. These percentages represent duplicated counts--that is, a student might be served by more than one program and therefore be counted more than once. At each of the districts visited, migrants with a continuous uninterrupted school experience qualify for these services on an equal basis with other children who have a need for special services.

Further analyses of sample population enrollments in the above programs disclosed that (1) 21.0 percent were not receiving any services, (2) 34.6 percent were receiving services from one program, and (3) 44.4 percent were receiving services from two or more programs. A few students were actually receiving special academic services from four programs, presumably leaving little time for regular classroom instruction. The percentage of students receiving multiple education services varied widely among the districts. (See app. XV.)

For the three programs serving the largest portion of our sample population--Chapter 1 migrant, Chapter 1 regular, and English language development--we made an analysis to determine whether students who missed school due to migration were more likely to receive special program services than those who missed no school. Our analyses disclosed that students who missed days of school were no more or less likely to receive migrant academic services or other special program services than were those who missed no days. Differences identified were not statistically significant. (See app. XVI.)

In looking at special program services provided to migrant students, the Research Triangle Institute reported that large proportions of the migrant population receive compensatory instruction from sources other than the migrant program. The study said that migrant students are twice as likely as disadvantaged children in general to receive compensatory instruction, including Chapter 1 regular services.

Attendance patterns at two upstream locations

Our review included a sample of student enrollments during calendar year 1981 at two upstream locations--Lawrence, Michigan, and Pasco City, Washington. Using data provided by the Migrant Student Record Transfer System, we performed analyses to determine when students were arriving and departing from these locations--that is, were they migrating during the regular academic year or during summer/holiday school breaks? At both locations about half of all migrants arrived during late spring or early summer and stayed for the summer. About two-thirds of

READING ACHIEVEMENT TEST SCORES FOR SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS (note a)

Percentile ranking	Percentage of students						Weighted percentage (note b)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
25% or less	42.8	37.8	67.6	64.4	56.9	45.3	50.3
26% through 50%	30.8	32.8	19.1	30.1	25.5	24.4	28.1
51% through 75%	15.4	16.0	5.9	4.1	12.7	25.6	14.0
76% or greater	11.0	13.4	7.4	1.4	4.9	4.7	7.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mean percentile	34.5	39.0	23.5	22.0	27.7	32.4	

a/Percentages computed for sampled students tested since January 1, 1980.

b/See note a, appendix III.

APPENDIX XII

Original legislation focused on movement of migrant children

Public Law 89-750[1] was introduced in the House of Representatives on March 1, 1966, as H.R. 13161. Included in this bill was the amendment to establish the migrant education program.

Congressional discussion on the merits of H.R. 13161 centered on the fact that because migrant children were constantly on the move, they were not being properly educated. It was reported that, as a result, migrant children showed low achievement in reading and other language arts.

The Secretary of Health, Education, and Welfare, in testifying before the General Subcommittee on Education of the House Committee on Education and Labor, stated that about 150,000 children traveled with their migratory parents each year and were considered "nobody's children" because they spent only 2 to 6 weeks in any one school during the school year. In his statement before the same subcommittee, the Associate Commissioner for Elementary and Secondary Education testified that many migrant children were 2 or more years behind in their schooling. Further, statistics provided House members showed that one-third of migrants over 25 years of age had completed only 4 years of education and that 43 percent had no more than an eighth-grade education; the median was 6.5 years of completed schooling. One of the subcommittee members commented that "this is as serious a problem as exists in the field of education."

On March 7, 1966, the Senate introduced its version of the Elementary and Secondary Education Amendments of 1966, S. 3046. The language, which again recommended establishing a migrant education program, was identical to that used in H.R. 13161. Testimony given at hearings before the Senate Subcommittee on Education of the Committee on Labor and Public Welfare was generally the same as that given in the House.

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In a prepared statement for the Senate subcommittee, the Director, National Committee on the Education of Migrant Children, National Child Labor Committee, testified that migrant children's

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[1]The Elementary and Secondary Education Amendments of 1966, dated November 1966, which amended Title I of the Elementary and Secondary Education Act of 1965.

SCHOOL ATTENDANCE PATTERNS OF SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS BY GRADE LEVEL (note a)

	Grades kindergarten to 3 (note b)	Grades 4 to 6	Grades 7 to 9	Grades 10 to 12	Weighted percentage (note c)
Students missed no school days due to migration					
Migrated only during summer/holidays	6.0	6.7	5.0	3.3	21.0
Migrated only before school enrollment	16.7	1.8	0.0	0.0	18.5
	22.7	8.5	5.0	3.3	39.5
Students missed school days due to migration (during any one year)					
Missed 1 through 10 days	0.9	1.1	0.4	1.2	3.6
Missed 11 through 20 days	1.7	0.6	0.7	0.5	3.5
Missed 21 or more days	7.5	6.9	4.4	4.5	23.3
	10.1	8.6	5.5	6.2	30.4
Cannot determine days missed (note d)	4.9	8.9	10.9	5.4	30.1
Total	37.7	26.0	21.4	14.9	100.0

a/See note a, appendix VII.

b/Includes two students (0.2%) who were ungraded.

c/See note a, appendix III.

d/See note c, appendix VII.

APPENDIX X

PROPOSED CHANGE OF DEFINITION OF MIGRANT CHILD

In December 1982, the Secretary of Education issued a notice of proposed revisions to the regulations governing the migrant education program. One proposed revision would change the definition of "currently migratory child." This change would require that for children to be considered currently migratory for program purposes, they must have moved from one school district to another during the school year within the past 12 months and must have had their education interrupted as a result of the move. No changes were proposed for the definition of "formerly migrant child."

We were advised by Education officials that children eligible as current migrants under present regulations, who would not qualify as currently migratory under the proposed revisions, will be eligible for services as former migrants. Children already eligible as former migrants will remain in that status. Children not presently eligible as either current or former migrants will have to satisfy the new definition of currently migrant to become eligible for the program.

In December 1982, the Congress passed legislation, H.R. 7336, which contained a provision that would have precluded the Secretary from changing the definition of a migratory child. However, the President vetoed the bill after the Congress had adjourned. Similar legislation concerning the Department's proposed regulations is being considered by the current Congress.

SCHOOL ATTENDANCE PATTERNS OF SAMPLED STUDENTS

AT SIX SCHOOL DISTRICTS (note a)

	Percentage of students						Weighted percentage (note b)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Students missed no school days due to migration							
Migrated only during the summer/holidays	8.8	58.2	23.8	30.3	22.8	5.0	21.0
Migrated only before school enrollment	12.4	19.2	35.6	17.5	16.9	26.3	18.5
	21.2	77.4	59.4	47.8	39.7	31.3	39.5
Students missed school days due to migration (during any one year)							
Missed 1 through 10 days	5.3	2.1	5.0	3.2	0.7	5.6	3.6
Missed 11 through 20 days	6.2	0.0	1.0	3.2	0.0	7.5	3.5
Missed 21 or more days	54.0	8.9	5.9	25.8	1.5	13.7	23.3
	65.5	11.0	11.9	32.2	2.2	26.8	30.4
Cannot determine days missed (note c)	13.3	11.6	28.7	20.0	58.1	41.9	30.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a/See note a, appendix VII.

b/See note a, appendix III.

c/See note c, appendix VII.

APPENDIX VIII

MATTER FOR CONSIDERATION BY THE CONGRESS

The Secretary's proposed regulatory change is consistent with congressional expectations when the migrant education program was enacted in 1966; namely, the program should serve migrant children whose schooling was interrupted as a result of migration. The legislation currently under consideration by the Congress would expand this legislative focus to include children who migrate but whose schooling is not interrupted. It was not within the scope of our review to determine whether migrant children who do not miss school need migrant education program benefits, and we have reached no conclusions in that regard.

We believe the data we developed provide a useful perspective on the migration characteristics of children currently served by the program and therefore suggest that the Congress consider the report in its deliberations on the pending legislation.

PERCENTAGE OF SAMPLED STUDENTS ENROLLED AT HOME-BASE SCHOOL DISTRICTS ON THE SAMPLE DATE

	Percentage of students						Weighted percentage (note a)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Students enrolled at home-base district	100.0	97.9	100.0	90.3	94.9	98.1	96.7
Students not enrolled at home-base district	0.0	2.1	0.0	8.4	2.2	0.6	2.2
Cannot determine home-base district (note b)	0.0	0.0	0.0	1.3	2.9	1.3	1.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a/See note a, appendix III.

b/Home-base school district not annotated on documentation reviewed.

APPENDIX VI

migrant, State compensatory, bilingual, and special education for the handicapped. All of these programs are designed primarily to assist students in the elementary levels; however, Chapter 1 migrant, State compensatory, and special education for the handicapped serve students through grade 12. For the 1981-82 school year, Chapter 1 funding for the migrant education program totaled $1,147,919.

Austin Independent School District

Austin, the capital of Texas, is a center for government, education, tourism, research, and science-oriented light manufacturing. Located in central Texas, this urban area has a population of about 357,200. Austin serves primarily as a settling out location for migrant families living in the area.

The student population in the school district is 19 percent Black, 28 percent Hispanic, and 53 percent Caucasian. Just under 3 percent of the 54,658 students enrolled in this district are classified as migrants.

Austin provides remedial and special instruction to its students through five programs--Chapter 1 regular, Chapter 1 migrant, bilingual education, State compensatory, and special education for the handicapped. During the 1981-82 school year, compensatory and special program funding totaled $11,952,394, and Chapter 1 migrant funding was $981,790.

FLORIDA

Palm Beach County School District

Palm Beach County, located on the southeastern coast of Florida, covers 2,023 square miles and has a population of over 573,000. One of the richest agricultural counties in Florida, Palm Beach grows a variety of vegetables, including celery, sweet corn, beans, radishes, cabbage, lettuce, and leaf vegetables. One city in the western part of the county, Belle Glade, is known as the "winter vegetable capital of the world." The county is also the hub of the Florida sugar industry and claims to be the largest sugar producing county in America.

The population in Palm Beach is about 82 percent Caucasian, 13 percent Black, and 5 percent Hispanic. During the 1981-82 school year, over 70,000 students attended school in Palm Beach. As of December 31, 1981, Palm Beach identified about 5,700 migrant students, which represented about 8 percent of the total school enrollment.

GRADE LEVEL DISTRIBUTION OF SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS AS OF DECEMBER 31, 1981

Grade level	Weighted percentage (note a)
Kindergarten	9.2
1	9.4
2	9.0
3	9.8
4	8.4
5	10.0
6	7.7
7	7.3
8	7.0
9	6.9
10	5.0
11	5.1
12	4.8
Ungraded	0.4
Total	100.0

a/See note a, appendix III.

Watsonville, with a population of 24,401, lies in the heart of the Pajaro Valley and accounts for almost half of the district's schools. About 90 percent of all employment in the Pajaro Valley centers on agriculture, including such occupations as field work, canning, and packing. There is little evidence of any intrastate or interstate migrations by Pajaro's migrant population; most of their migrations are to and from Mexico.

According to the 1980 census, Watsonville's population is about 49 percent Hispanic, 44 percent Caucasian, 6 percent Asian, and less than 1 percent Black. During the 1981-82 school year, the school district's student population totaled 12,390, with 3,414 identified as migrants.

Remedial programs available to students in the school district include the migrant education program and Chapter 1 regular. Other special programs include bilingual education and special education for the handicapped. Compensatory and special program funding during the 1981-82 school year totaled about $3.5 million. Chapter 1 migrant program funding totaled $1,277,000.

We weighted the reported estimates according to school district size. For example, at Pharr we reviewed 113 of the 5,904 migrant students enrolled in the district. We calculated the weighting factor for Pharr by dividing the universe by the sample (5,904 divided by 113 = 52.25). Therefore, any observed condition about one reviewed sample case from Pharr can be projected to 52.25 migrant students in the adjusted sample universe. We used the same method to calculate the weighting factors for the other five districts.

Because review sites were not randomly selected from all school districts participating in the Migrant Student Record Transfer System, we can project our review results only to the six school districts from which sample cases were selected. In general, the results are not statistically valid for all school districts that have migrant programs.

SAMPLING ERRORS

Because we reviewed a statistical sample of migrant students' records, each estimate developed from the sample has a measurable precision, or sampling error. The sampling error is the maximum amount by which the estimate obtained from a statistical sample can be expected to differ from the true universe characteristic we are estimating. Sampling errors are usually stated at a certain confidence level--in this case 95 percent. This means that the chances are 19 out of 20 that, if we reviewed the records of all migrant students in the six school districts, the results of such a review would differ from the estimates obtained from our sample by less than the sampling errors of such estimates.

At the 95-percent confidence level, our maximum sampling errors do not exceed plus or minus 9.4 percentage points for any single school district and plus or minus 3.8 percentage points for the six school districts combined. In other words, the chances are 19 out of 20 that (1) key estimates describing students' characteristics for each school district will be within 9.4 percentage points of the corresponding true universe characteristic and (2) such estimates for all six school districts combined will be within 3.8 percentage points of the corresponding universe characteristics.

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GRADE LEVEL DISTRIBUTION OF SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS AS OF DECEMBER 31, 1981

Grade level	Weighted percentage (note a)
Kindergarten	9.2
1	9.4
2	9.0
3	9.8
4	8.4
5	10.0
6	7.7
7	7.3
8	7.0
9	6.9
10	5.0
11	5.1
12	4.8
Ungraded	0.4
Total	100.0

a/See note a, appendix III.

migrant, State compensatory, bilingual, and special education for the handicapped. All of these programs are designed primarily to assist students in the elementary levels; however, Chapter 1 migrant, State compensatory, and special education for the handicapped serve students through grade 12. For the 1981-82 school year, Chapter 1 funding for the migrant education program totaled $1,147,919.

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PERCENTAGE OF SAMPLED STUDENTS ENROLLED AT HOME-BASE SCHOOL DISTRICTS ON THE SAMPLE DATE

	Percentage of students						Weighted percentage (note a)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Students enrolled at home-base district	100.0	97.9	100.0	90.3	94.9	98.1	96.7
Students not enrolled at home-base district	0.0	2.1	0.0	8.4	2.2	0.6	2.2
Cannot determine home-base district (note b)	0.0	0.0	0.0	1.3	2.9	1.3	1.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a/See note a, appendix III.

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APPENDIX VI

MATTER FOR CONSIDERATION BY THE CONGRESS

The Secretary's proposed regulatory change is consistent with congressional expectations when the migrant education program was enacted in 1966; namely, the program should serve migrant children whose schooling was interrupted as a result of migration. The legislation currently under consideration by the Congress would expand this legislative focus to include children who migrate but whose schooling is not interrupted. It was not within the scope of our review to determine whether migrant children who do not miss school need migrant education program benefits, and we have reached no conclusions in that regard.

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SCHOOL ATTENDANCE PATTERNS OF SAMPLED STUDENTS

AT SIX SCHOOL DISTRICTS (note a)

	Percentage of students						Weighted percentage (note b)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Students missed no school days due to migration							
Migrated only during the summer/holidays	8.8	58.2	23.8	30.3	22.8	5.0	21.0
Migrated only before school enrollment	12.4	19.2	35.6	17.5	16.9	26.3	18.5
	21.2	77.4	59.4	47.8	39.7	31.3	39.5
Students missed school days due to migration (during any one year)							
Missed 1 through 10 days	5.3	2.1	5.0	3.2	0.7	5.6	3.6
Missed 11 through 20 days	6.2	0.0	1.0	3.2	0.0	7.5	3.5
Missed 21 or more days	54.0	8.9	5.9	25.8	1.5	13.7	23.3
	65.5	11.0	11.9	32.2	2.2	26.8	30.4
Cannot determine days missed (note c)	13.3	11.6	28.7	20.0	58.1	41.9	30.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a/See note a, appendix VII.

b/See note a, appendix III.

c/See note c, appendix VII.

APPENDIX VIII

PROPOSED CHANGE OF DEFINITION OF MIGRANT CHILD

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SCHOOL ATTENDANCE PATTERNS OF SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS BY GRADE LEVEL (note a)

	Grades kindergarten to 3 (note b)	Grades 4 to 6	Grades 7 to 9	Grades 10 to 12	Weighted percentage (note c)
Students missed no school days due to migration					
Migrated only during summer/holidays	6.0	6.7	5.0	3.3	21.0
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Missed 1 through 10 days	0.9	1.1	0.4	1.2	3.6
Missed 11 through 20 days	1.7	0.6	0.7	0.5	3.5
Missed 21 or more days	7.5	6.9	4.4	4.5	23.3
	10.1	8.6	5.5	6.2	30.4
Cannot determine days missed (note d)	4.9	8.9	10.9	5.4	30.1
Total	37.7	26.0	21.4	14.9	100.0

a/See note a, appendix VII.

b/Includes two students (0.2%) who were ungraded.

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APPENDIX X

Original legislation focused on movement of migrant children

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READING ACHIEVEMENT TEST SCORES FOR SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS (note a)

Percentile ranking	Percentage of students						Weighted percentage (note b)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
25% or less	42.8	37.8	67.6	64.4	56.9	45.3	50.3
26% through 50%	30.8	32.8	19.1	30.1	25.5	24.4	28.1
51% through 75%	15.4	16.0	5.9	4.1	12.7	25.6	14.0
76% or greater	11.0	13.4	7.4	1.4	4.9	4.7	7.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Mean percentile	34.5	39.0	23.5	22.0	27.7	32.4	

a/Percentages computed for sampled students tested since January 1, 1980.

b/See note a, appendix III.

APPENDIX XII

for the handicapped. The proportion of students receiving individual services varied widely among the districts. These percentages represent duplicated counts--that is, a student might be served by more than one program and therefore be counted more than once. At each of the districts visited, migrants with a continuous uninterrupted school experience qualify for these services on an equal basis with other children who have a need for special services.

Further analyses of sample population enrollments in the above programs disclosed that (1) 21.0 percent were not receiving any services, (2) 34.6 percent were receiving services from one program, and (3) 44.4 percent were receiving services from two or more programs. A few students were actually receiving special academic services from four programs, presumably leaving little time for regular classroom instruction. The percentage of students receiving multiple education services varied widely among the districts. (See app. XV.)

For the three programs serving the largest portion of our sample population--Chapter 1 migrant, Chapter 1 regular, and English language development--we made an analysis to determine whether students who missed school due to migration were more likely to receive special program services than those who missed no school. Our analyses disclosed that students who missed days of school were no more or less likely to receive migrant academic services or other special program services than were those who missed no days. Differences identified were not statistically significant. (See app. XVI.)

In looking at special program services provided to migrant students, the Research Triangle Institute reported that large proportions of the migrant population receive compensatory instruction from sources other than the migrant program. The study said that migrant students are twice as likely as disadvantaged children in general to receive compensatory instruction, including Chapter 1 regular services.

Attendance patterns at two upstream locations

Our review included a sample of student enrollments during calendar year 1981 at two upstream locations--Lawrence, Michigan, and Pasco City, Washington. Using data provided by the Migrant Student Record Transfer System, we performed analyses to determine when students were arriving and departing from these locations--that is, were they migrating during the regular academic year or during summer/holiday school breaks? At both locations about half of all migrants arrived during late spring or early summer and stayed for the summer. About two-thirds of

SPECIAL ACADEMIC PROGRAM ENROLLMENTS BY SAMPLED STUDENTS AT SIX SCHOOL DISTRICTS DURING SCHOOL YEAR 1981-82 (note a)

DUPLICATE COUNT (note b)

Program	Percentage of students						Weighted percentage (note c)
	Pharr	Robstown	Austin	Palm Beach	Fresno	Pajaro Valley	
Chapter 1 migrant	54.0	46.6	41.6	31.6	58.8	36.2	47.3
Chapter 1 regular	23.0	18.5	15.8	21.9	69.1	32.5	34.3
Language development (bilingual ESOL/ESL)	64.6	43.2	28.7	12.3	26.5	58.7	41.4
State compensatory	17.7	0.0	6.9	6.5	d/0.0	d/0.0	6.6
Special education for the handicapped	1.8	7.5	15.8	14.8	4.4	1.2	6.0

a/Excludes participation in nonacademic, program-sponsored services.

b/Schedule includes a duplicated count of program enrollments. For example, the same student may be enrolled in more than one program.

c/See note a, appendix III.

d/These districts combine State compensatory funds with Federal Chapter 1 regular and language development funds.

APPENDIX XIV

represent 44.2 percent of our sample population, they represent about 59.7 percent of the students who missed no school. (See app. IX.) Analysis of the sampled students who missed no school by grade level shows that elementary grade level students (grades kindergarten through 6) were more likely to have missed no school than were middle and high school students. For example, while elementary grade level students make up 63.7 percent of our total sample, they make up about 79 percent of the students who missed no school. However, middle and high school students were also more likely to have been categorized as "can't determine" because they generally had more unexcused absences during the school year than did their younger counterparts, and we could not always determine whether such absences were caused by migration. (See app. X.)

Examination of individual student migration patterns showed a number of migrations of short duration. For example, our analyses at the Robstown Independent School District showed that program eligibility for at least 25 migrants was based solely on summer/holiday migrations ranging from 2 to 7 days. Furthermore, seven of those migrations were within a 10-mile radius of Robstown, with one occurring over a 3-day Thanksgiving school break. These migrations provide program funding for up to 6 years and are considered equivalent to annual migrations that severely disrupt an individual's education.

Academic characteristics

About 540 of our 811 sampled students (or 66.6 percent) had taken a national norm test in reading, mathematics, or both since January 1, 1980. For each of these students we recorded total reading and mathematics percentile scores, based on national rankings, for their most recent test since that date. Districts were found to have given most of our sampled population one of four major tests--California Achievement Test, Stanford Achievement Test, California Test of Basic Skills, and Iowa Test of Basic Skills.

Analysis of test scores for reading show that 50.3 percent of the students tested scored at or below the 25th percentile, 28.1 percent scored between the 26th and 50th percentiles, and 21.6 percent scored above the 50th percentile. The mean reading score for all sampled students was at the 29.9th percentile. (See app. XII.)

Mathematics scores were somewhat more favorable than reading, with 38.2 percent scoring at or below the 25th percentile, 32.8 percent between the 26th and 50th percentiles, and 29.0 percent above the 50th percentile. The mean mathematics score for all sampled students was at the 37.9th percentile. (See app. XIII.)

SPECIAL ACADEMIC PROGRAM ENROLLMENTS

BY SCHOOL ATTENDANCE PATTERNS AT SIX SCHOOL DISTRICTS

ENROLLMENT DURING SCHOOL YEAR 1981-82 (note a)

DUPLICATE COUNT (note b)

	Percentage of students		
	Chapter 1 Migrant	Chapter 1 Regular	Language development (bilingual/ESL)
Students missed no school days due to migration			
Migrated only during the summer/holidays	23.8	21.8	12.8
Migrated only before school enrollment	18.6	19.1	26.5
	42.4	40.9	39.3
Students missed school days due to migration (during any one year)			
Missed 1 through 10 days	2.7	3.6	3.9
Missed 11 through 20 days	3.4	1.9	3.6
Missed 21 or more days	21.6	18.8	29.0
	27.7	24.3	36.5
Cannot determine days missed (note c)	29.9	34.8	24.2
Total	100.0	100.0	100.0

a/See note a, appendix XIV.

b/See note b, appendix XIV.

c/See note c, appendix VII.

"(2) 'Currently migratory child' means a child (i) Whose parent or guardian is a migratory agricultural worker or a migratory fisher; and (ii) Who has moved within the past 12 months from one school district to another * * * to enable the child, the child's guardian, or a member of the child's immediate family to obtain temporary or seasonal employment in an agricultural or fishing activity."

* * * * *

"(4) (i) 'Formerly migratory child' means a child who
(A) Was eligible to be counted and served as a currently migratory child within the past five years, but is not now a currently migratory child;
(B) Lives in an area served by a migrant education project; and
(C) Has the concurrence of his or her parent or guardian to continue to be considered a migratory child."

A migratory child is eligible for services each year he or she is determined to be a "currently migratory child" and up to 5 additional years as a "formerly migratory child." Therefore, under the present program regulations, children are eligible to receive migrant services as long as they have made at least one move across school district lines in the last 6 years because of their migratory lifestyle. Eligibility is not dependent upon guidelines pertaining to such variables as family income, educational deprivation, or student grade level. Furthermore, the migratory move may occur at any time during the year and does not have to result in missed school days, enrollment in another school, or disruption to the child's education.

SCHOOL ATTENDANCE AND OTHER CHARACTERISTICS OF THE SAMPLED POPULATION

Of a random sample of 811 students from a universe of about 27,000, 39.5 percent had missed no school because of migration since initially enrolling in school or during the 4 years before their last date of migration, through January 31, 1982. Another 3.6 percent had missed fewer than 10 days of school in any one year during the same period. This period often comprised a student's entire academic career. Program eligibility for students who missed no school was based on migrations during the summer months, over holiday recess, or before their entering school.

We made other analyses to determine the number of school districts students had enrolled in during the period reviewed, their academic achievement, and their enrollment in remedial or

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