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Norman Ross Files, 1974-75
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file

October 22, 1974

Dear Mr. Semmes:

Although this is a delayed response, I would like to acknowledge and thank you for your letter of September 4.

As I am sure you are aware, the President's schedule has been very busy since assuming office and we have every indication that it will continue to be this way. He has received innumerable requests for audiences with various groups throughout the nation. Unfortunately, due to the constraints imposed by the many official demands on the President's time, it is not possible for him to honor these requests personally. He does, however, want your organization and the others to have their views presented to the appropriate members of his staff. I have brought your letter to the attention of Norman Ross, Assistant Director, Domestic Council and I trust that the two of you will find a mutually convenient time to meet sometime soon.

With best wishes,

Sincerely,

Warren S. Rustand
Appointments Secretary
to the President

Mr. Raphael Semmes III
Washington Liason Office
National Association of Farmworker
Programs
Suite 300
1910 K Street, NW.
Washington, D.C. 20006

cc: Norm Ross w/incoming

WSR:MFW:nlg



THE WHITE HOUSE

WASHINGTON

October 16, 1974

MEMORANDUM FOR: WARREN RUSTAND

FROM: NORM ROSS *NR/pl*

SUBJECT: National Association of Farmworker
Programs request for meeting with
the President

I do not recommend that the President meet with this group.

It would not be of any benefit for the President to use his time
to meet with this group.



①
NAFP

NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS

Suite 300 - 1910 K St., N. W. - Washington, D. C. 20006 Tel. (202) 785-2475

Chairman
Douglas Jones

September 4, 1974

Washington Liason Off
Raphael Semmes, III.

The President
The White House
Washington, D. C. 20500

Attn: Mary Widner

Dear Mr. President:

I am sorry that our earlier letter to you, dated August 20, was apparently lost in the mails. I am enclosing a copy of that letter, which explains some of the areas of real concern now facing migrant and seasonal farmworkers.

NAFP is dedicated to helping the programs across the country which work on a daily basis with the farmworkers in such fields as education, job training, child care, health, nutrition and economic development. I will be working here in Washington for the next six weeks in an effort to present to the nation's leaders specific information regarding the conditions of the farmworkers and regarding the programs which are making concrete strides to alleviate some of the problems faced by the farmworkers.

The member programs of our Association have commissioned me to discuss with you the national issues of employment, health, education, etc., as well as the concerns of the programs which have been addressing themselves to these issues for a number of years and are seeking a continued federal commitment to these efforts. I would like to request a meeting with you at your earliest convenience. This will permit me to communicate your viewpoints to the various parts of the country and to inform you of the comments received.

We appreciate your assistance in helping to make this national effort a genuine success.

Sincerely yours,

Raphael Semmes, III
Raphael Semmes, III
Washington Liason Office

enclosure

W. R. FORD LIBRARY

NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS
Post Office Box 203
Brawley, California 92227
Telephone: (714) 344-6300

August 20, 1974

The President
The White House
Washington, D. C. 20500

Dear Mr. President:

The National Association of Farmworker Programs, through its ten regional representatives, would like to request a meeting with you to discuss some of the pressing problems and possible solutions affecting migrant and seasonal farmworkers. There are more than one million such workers in the United States, most of whom live daily with poverty, poor education, malnutrition and unstable employment prospects.

The National Association of Farmworker Programs is an association of the programs directly serving the farmworkers through assistance in education, health, economic development and training. Some of the principal areas of concern which we would like to discuss with you include the following:

- (1) A national, federally-coordinated strategy regarding policies affecting farmworkers.

EXAMPLE: Federal agencies use many different definitions of the term "farmworker." Regulations published by the Department of Labor utilize different definitions than those used by the Department of HEW. As a suggested solution, the Office of Management and Budget could set up guidelines in these areas applicable to all federal agencies.

- (2) Continued and strengthened involvement of local communities and farmworkers themselves in the programs.

EXAMPLE: Programs should be tailored to the needs of the group to be served. Consultation with, and sensitivity to, the farmworker and his needs is an essential pre-requisite to effective programming. This type of consultation and sensitivity is one reason for the success of the programs we represent.



The President
Page Two

- (3) The need for a mechanism to obtain better data on the conditions, numbers and needs of farmworkers on a national basis.

EXAMPLE: The sources of data currently available are often conflicting, inconsistent or incomplete. An example of a possible solution would be a memorandum from OMB to all federal agencies regarding criteria for data gathering, analysis and dissemination in the area of our nation's farmworkers.

- (4) The fact that recently-published Regulations indicate that some of these areas of concern are not reflected in the proposed guidelines.

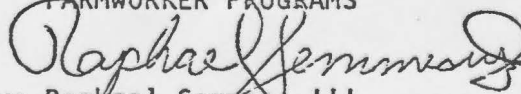
EXAMPLE: Safeguards designed to ensure fairness in the reviewing of funding requests must be strengthened in order to permit all interested parties the opportunity to compete on the same basis for available funds.

These are only a few of the issues and examples that we would like to discuss with you, at your convenience. The regional representatives had planned to be in Washington toward the end of this month and the beginning of next month. We shall, however, plan our visit to coincide with the appointment you may grant us, Mr. President.

We feel that these are matters of great national importance and welcome the opportunity to discuss them with you personally and work together toward some real solutions.

Sincerely yours,

THE NATIONAL ASSOCIATION OF
FARMWORKER PROGRAMS



By: Raphael Semmes, III.
Regional Representative



THE WHITE HOUSE
WASHINGTON

f:12

Date: Oct. 25, 1974

MEMO FOR: NORM ROSS
 WARREN RUSTAND
FROM: ~~DAVID PARKER~~

The attached is for your appropriate handling.

Thank you.

12
Audience
NAFP

NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS

Suite 300 - 1910 K St., N. W. - Washington, D. C. 20006 Tel. (202) 785-2475

Chairman
Douglas Jones

October 23, 1974

Washington Liason Office
Raphael Semmes, III.

The Honorable
Gerald R. Ford
President of the United States
The White House
Washington, D. C.

Dear Mr. President:

In light of your recent conversations with the President of Mexico, Hon. Luis Echevarria, regarding migrant farmworkers in this country, we repeat our earlier urgent requests for you to meet with the leadership of our Association or with me personally. A number of very pressing matters are on the minds of farmworkers around the country and these matters bear directly upon the effectiveness of the government and of our member organizations in providing services to farmworkers. All of the members of NAFP receive Federal funding to varying degrees and thus we feel more convinced than ever that we must discuss the most critical issues of national policy with you immediately:

- I. What is the national policy with regard to the two million farmworkers in the United States?

At this stage, our answer would be that the national policy is in a state of disarray. It needs new, responsive direction and sufficient funding to reach more farmworkers with desperately needed health, manpower, educational, emergency and economic assistance. Farmworkers are not being reached effectively by state or local governmental agencies; the only proven vehicles are the private, non-profit farmworker programs. These programs are operated by the farmworkers themselves--

Serving the Migrant & Seasonal Farmworkers' Programs

Sirviendo a los Programas de los Campesinos.

ACTION
T/D _____
SCHEDULE BD. _____
DATE RECEIVED
OCT 24 1974
MESSAGE _____
SPEAKERS BUREAU _____
OTHER _____
APPOINTMENT OFFICE



The President of the United States
October 23, 1974
Page Two

Mexican-Americans, blacks, Puerto Ricans, whites--and have a successful track record unmatched by any other type of organization. They must be consulted in the development of an enlightened national policy for farmworkers.

II. What can be done to assure that migrant farmworkers have decent housing?

Our answer is contained in the press release accompanying this letter. The Department of Labor must delay implementation of proposed housing regulations pending public hearings. We feel that if we had been able to arrange a method of meeting with you earlier, that you would have been able to take effective action to change the regulations prior to their publication. As the regulations stand now, the Federal government would permit migrant housing with no windows, no screens, no electricity and no adequate living space.

III. Can we assure educational opportunities for young farmworkers who have dropped-out of school?

Our answer is yes, if the High School Equivalency Programs (HEP's) around the country receive continued funding. Unfortunately, the Department of Labor wants to transfer these effective farmworker educational programs to HEW, with no guarantee whatsoever of funds. This is truly unresponsive and contributes to the disarray of national farmworker policy.

IV. What is the best source of data regarding farmworkers?

The answer is: the farmworker programs themselves. Our programs have access or have developed current statistics that are much more accurate than Census data and include such critical groups as the unemployed, the



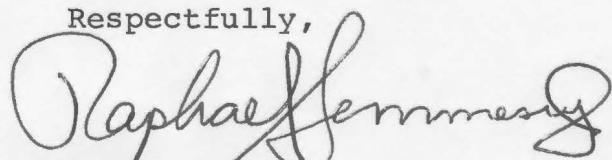
The President of the United States
October 23, 1974
Page Three

retired, the disabled and the working dependents of farmworkers. These current statistics must be used as the basis of equitable funding allocations for programs in each state.

Mr. President, we request an urgent audience with you to personally discuss these and other matters that bear directly upon the economy and social structure of our country and upon its hemispheric relations. Several national representatives will be present in Washington on November 1st and 2nd but we shall also be available if another time is more convenient.

Our three previous letters to you were either lost or were not answered. We only hope that this reaches your hands and that we may meet with you very soon to begin to work together on behalf of those who harvest and process our country's food and fiber.

Respectfully,

A handwritten signature in dark ink, reading "Raphael Semmes, III." The signature is written in a cursive style with a large, looping initial "R".

Raphael Semmes, III.
Executive Secretary





News Service

1346 Connecticut Avenue, N.W., Washington, D.C. 20036
phone (202) 659-1680

Contact:

Raphael Semmes, NAFWP
785-2475

Lee Reno
RHA
659-1680

FOR IMMEDIATE RELEASE

OCTOBER 23, 1974

Forty national, state and local organizations today joined in an urgent request to U. S. Department of Labor Secretary, Peter J. Brennan, urging that new standards for housing for hired farmworkers not be put into effect until they are strengthened and public hearings on them have been held.

The new standards have been proposed by the Occupational Safety and Health Administration as a substitute for earlier standards - the Occupational and Safety Health Standards issued by the Department of Labor in



1971 and those issued under the Wagner-Peyser Act in 1968.

The proposed new standards "wipe out the pitiful gains made through the years," the organizations said by lowering standards and making them unenforceable.

"If the new standards are put into effect hundreds of thousands of farm workers can be housed in buildings without windows, screens or electricity; toilet facilities can be located wherever the employee chooses whereas under the old, inadequate standards they had to be within 200 feet (1/2 of a city block) of the living quarters. In addition, 15 families of farm workers totaling 60 or more people would require the employer to furnish only one toilet; each worker would be assured a living space of 5 x 10 square feet and there would be no living space requirements for non-working members of the family," according to Raphael Semmes, executive secretary of the National Association of Farm Worker Programs.

According to lawyers in the Migrant Legal Action Program the substandard and weakened regulations would be unenforceable, primarily because no legal worker could make a complaint unless he could prove he was required to live in the housing as a condition of employment.

In 1973, the Farmers Home Administration surveyed the migrant housing in 400 counties and found that 65% of it was substandard. Much, if not all, of this substandard



housing would suddenly become standard under the proposed regulations," Semmes said.

The protesting organizations noted that a Department of Labor task force in 1973 included the following comment on farmworker living conditions: "We saw housing and living conditions horrible and dehumanizing to the point of our disbelief ... without heat, adequate light or ventilation, and containing no plumbing or refrigeration, each room (no larger than 8 x 14 feet) is the living space of an entire family appropriately suggesting slave quarters of earlier days ... "

Copies of the protesting telegram were sent to Senator Harrison Williams and Representative William Ford with letters requesting that if the regulations are put into effect the two Chairmen of Labor Subcommittees convene ~~hearings to hear criticism of the so-called standards.~~

A summary of the more extreme changes proposed by the Occupational Safety and Health Administration and photos of existing farm worker housing are available from the National Associations of Farm Workers Programs. (Contact Raphael Semmes, phone 785-2475)

The text of the wire to Secretary Brennan follows:

"The following national, state and local organizations and individuals urgently request you to delay implementation of proposed OSHA regulations for farm worker housing pending public hearings. The regulations are so vague that they will permit housing with no windows, no nearby toilet facilities, no screens, no adequate



space and no electricity. We must not rob the farm-workers of the pitifully small protections secured over the period of a generation."

The organizations signing the telegram were:

Eleanor Eaton
American Friends Service Committee

William Morris, Director of Housing
NAACP

Daniel Saperstein, Director, Religious Action Center
Union of American Hebrew Congregations

Hyman Bookbinder
American Jewish Committee

Manuel Fierro
Raza Association of Spanish Speaking Americans

Rev. Robert E. Jones
Unitarian Universalist Association

Gordon Cavanaugh, Executive Director
Housing Assistance Council

Robert Nelson, Director
Legislative Department
United Mine Workers of America

Cushing N. Dolbeare, Executive Director
National Rural Housing Coalition

Rev. Robert E. Johnson
Interreligious Coalition for Housing

Rodolfo Juarez
Organization of Migrants in Community Action

Jack Beidler, Legislative Director
United Auto Workers

John Wilson
National Sharecroppers Fund



Paul Sedillo, Jr., Director
Division for the Spanish Speaking
U. S. Catholic Conference

Rev. John J. McRaith, Director
National Catholic Rural Life Conference

Clay L. Cochran, Executive Director
Rural Housing Alliance

Eleanor Marvin, National President
National Council of Jewish Women

Richard Margolis, Chairman
Rural America

Alfonso Gonzalez, Executive Director
Migrant Legal Action Program

Raphael Semmes, Executive Secretary
National Association of Farmworker Programs

A. J. Heiman, Executive Director
Southwest Florida Self-Help Housing, Inc.

Richard Joanis, Chairman
Michigan Housing Opportunities, Inc.

Sr. Anne Catherine Bizalio
~~Southern-Mutual-Help Association~~

Kim Herman, Executive Director
Delta Housing Development Corp.

Robert Blades, Executive Director
Missouri Housing Alliance

Brian Craddock, Director
Chicanos Unidos-Campesinos, Inc.

Jose Valdez, Director
Viviendas Cuauhtemoc, Inc.

Willie Harvey, Executive Director
Wil-low Housing Development Corp.

Julius Robinson, Executive Director
Alabama Migrant and Seasonal Farmworkers Council



Dr. Jose Rivera, Education Director
Home Education Livelihood Program

Joseph Wheatley, Executive Director
Mississippi Delta Council

Carlos Sunderman, Executive Director
United Migrant Opportunities, Inc.

Frank Castellanos, Manpower Director
Associated City County Economic Development
Program of Hildalgo County Texas

Carlos Lopez
Coastal Band Migrant Council Texas

Humberto Fuentes, Executive Director
Idaho Migrant Council

Jesus Lopez, Associate Director
High School Equivalency Program
Houston, Texas

Karen Tobin, Executive Director
Program Funding Inc.

Douglas Jones, Chairman
Farmworkers Program of New Jersey

Anthony Mazzocchi, Legislative Director
Oil Chemical and Atomic Workers Int'l Union
AFL-CIO

Arnold Mayer, Legislative Representative
Amalgamated Meat Cutters and Butchers
Workmen, AFL-CIO



NAFP

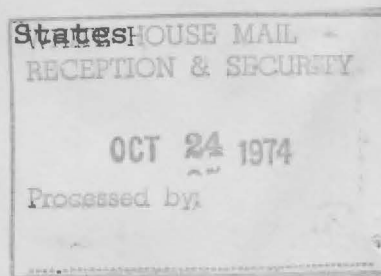
NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS

Suite 300, - 1910 K St., N.W.

WASHINGTON, D. C. 20006

The Honorable
Gerald R. Ford
President of the United States
The White House
Washington, D.C.

PERSONAL
PRIVATE AND CONFIDENTIAL



Farm Workers Programs

Responsibility to handle Emergency

OSHA - Farm Housing Program - no separate

Record of Farm workers - Manpower Assistance Program

OSHA working with FTA to better coordinate

Programs.

Combined Federal Camping

Comprehensive Rural Dev. Program
Actions

- Farm Worker Housing Loans
- Enforcement of Farm Worker Housing in OSHA
- Rural Manpower Service - Record of farm workers
- Emergency Assistance when needed
- * - Fed. Program for setting up farm worker employment (Money that has been appropriated has not been released)
- Emergency Transportation when needed - Small part of overall grant.
- Agency with responsibility of coordination of farm worker programs, with program and resource responsibilities
- * Farm Labor Bill - need for next year Administration to average

NAFP

NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS

Suite 300 - 1910 K St., N. W. - Washington, D. C. 20006 Tel. (202) 785-2475

Chairman
Douglas Jones

November 15, 1974

Washington Liason Office
Raphael Semmes, III.

Dr. Norman Ross
The President's Domestic Council
Room 220, Old Executive Office Building
Washington, D. C. 20036

Dear Dr. Ross:

Mr. Al Gonzalez, Executive Director of the Migrant Legal Action Program, and I enjoyed very much our meeting with you last week. I feel that it will lead to further fruitful discussions and actions that will directly benefit the forgotten farmworkers of this country.

I would like to provide you with more information regarding these major areas touched upon in our conversation: (1) Emergency Food and Medical Services; (2) agricultural cooperatives; and (3) the Poverty Guidelines.

In the field of EFMS, recent developments have made it very clear that assistance is not being provided, even though funds have been appropriated. Our farmworker program grantees in the Middle West, for instance, have had no success in obtaining emergency relief for the thousands of farmworkers stranded by recent frēezes in that area. In Indiana alone, 2,500 farmworkers were left with no employment and no funds for transportation or shelter.

Repeated, urgent appeals to National and Regional Offices of OEO have gone unheeded. Clear and precise guidelines, capable of being implemented rapidly in an emergency, must be set-up to avoid future dislocations. We suggest the following:

(1) That directives from the National level be sent to each State EFMS office, OEO Regional Office and farmworker program, giving forth procedures for rapid allocation of funds, food and other assistance to afflicted farmworkers;

Serving the Migrant & Seasonal Farmworkers' Programs

Sirviendo a los Programas de los Campesinos.



11/19.

Dr. Norman Ross
November 15, 1974
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(2) That the entire process be monitored by responsive Federal officials to ensure that aid is provided when needed;

(3) That assistance is allocated equitably, taking into account the number of farmworkers in a given state. The farmworker programs belonging to NAFFP have access to reliable data in most cases regarding current numbers of farmworkers in their areas.

On the matter of agricultural cooperatives, we feel that to provide a measure of economic self-sufficiency to farmworkers will require a re-direction of available allocated funds within USDA, DOL and OEO. Assistance of this type has been available in limited amounts in the past but has recently been cut-off almost entirely. The cut-off was made despite demonstrable progress made by cooperatives established for farmworkers in various parts of the country.

Several remedies present themselves. USDA can ensure that such agencies as the Farmer Cooperative Service provide marketing analysis, organizational assistance and field personnel to work closely with existing and nascent cooperatives featuring large farmworker memberships. DOL should add to the Regulations for CETA, §303, specific guidelines for cooperatives and encourage their development and sound management. OEO should allow the use of appropriated funds to the level needed to continue support for already-functioning cooperatives that need relatively small amounts of additional assistance to reach the level of economic "take-off." I am obtaining from our programs further details regarding specific kinds of assistance required by each.

The poverty guidelines used by Federal agencies to determine eligibility for services should have a special provision for farmworkers. This special provision would lower the guideline poverty level of farmworkers because of the extraordinary demands of transportation and frequent changes of residence. Information on the percentages that these factors take from farmworkers' budgets will also be provided

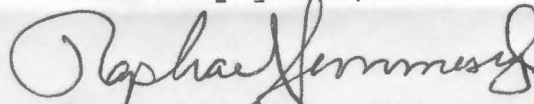


Dr. Norman Ross
November 15, 1974
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by the programs with regional break-downs.

We would appreciate hearing from you soon regarding progress in these areas and look forward to continuing to work with you.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Raphael Semmes, III.", written in a cursive style.

Raphael Semmes, III.
Executive Secretary



File

THE WHITE HOUSE

WASHINGTON

November 29, 1974

MEMORANDUM FOR: NORM ROSS
LYNN MAY
PAM NEEDHAM

FROM: ROGER SEMERAD 

SUBJECT: ATTACHED PROPOSAL
NATIONAL ASSOCIATION OF FARM-
WORKER PROGRAMS

The National Association of Farmworker Programs has prepared the attached proposal requesting establishment of a coordinating organization to focus on farm worker problems. They contend that several agencies have overlapping program responsibilities for farmworkers and that little or no coordination among them exists.

Before asking you to submit this to your agencies for comment, I would appreciate your initial reaction to this proposal and the possible establishment of an interagency committee-type mechanism which might accomplish those objectives this group identifies.

Thank you for your assistance.

cc. Ted Marrs
Fernando DeBaca



11/29



NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS
Suite 300 - 1910 K St., N. W. - Washington, D. C. 20006 Tel. (202) 785-2475

Chairman
Douglas Jones

November 14, 1974

Washington Liason Off
Raphael Semmes, III.

Mr. Roger Semerad
The President's Domestic Council
Room 218, Old Executive Office Building
Washington, D. C. 20036

Dear Mr. Semerad:

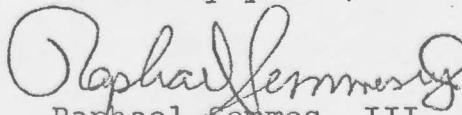
It was a real pleasure for Mr. Jones, our National Chairman from New Jersey Farmworkers Corporation, Mr. Fuentes, our Treasurer from the Idaho Migrant Council, and myself to meet with you last week.

As a result of our meeting, we have prepared a short proposal for your consideration and for you to discuss with the President. Basically, the proposal outlines our ideas concerning the need for a National Farmworker Service Council to work closely with the proposed National Office for Farmworkers. The approach emphasizes improvement of existing services through better coordination, and the addition of new needed services to migrants together with assistance in revitalization of small family farms using farmworkers.

An additional concern has arisen in regard to Title I funding under CETA. Our programs feel that assistance should be provided from that source to the operating farmworker programs. Serious and open consideration should be given by Title I prime sponsors to the requests of III-B programs for funding, since such programs have had far greater success in reaching marginated farmworkers.

Please advise us of the reaction you have to our proposal and concerns. I would be happy to discuss any particular points with you at any time.

Sincerely yours,


Raphael Semmes, III.
Executive Secretary

Enclosure

Serving the Migrant & Seasonal Farmworkers' Programs

Sirviendo a los Programas de los Campesinos.



I. PREFACE

A National Farmworker Service Council should be created by the President to ensure the continued development and effective implementation of the national policy for migrant and seasonal farmworkers. The Council should be composed of equal representation from the Executive Departments, the farmworker programs, and Congress. It will coordinate the operations of all Federal agencies charged with serving farmworkers and will advise all appropriate Departments, programs and Congressional Committees of the progress made in implementing existing policy and of the need to refine or develop new approaches to meet the challenge of social, economic, health, housing, educational and employment changes affecting the farmworkers of the United States.

Farmworkers are critically important to agriculture in this country. Now more than ever, energy shortages, inflation and high capital costs have made manual farm harvesting and processing more attractive than expensive mechanized agriculture. Over two million persons work to harvest and process our nation's food and fiber. Their key contribution to the national economy is made more evident by the potentially precarious position of



the United States as a competitor in world petroleum and mineral markets. However, with extensive use of lower cost hand labor, American agriculture may compete successfully at home and abroad. Therefore, improvements in farmworker living and working conditions will strengthen an industry whose dollar volume places it at the top of the list in many states.

For at least a decade, farmworker issues have been recognized as an area of national policy concern, both in legislation passed by Congress and in agencies created within the Departments of government. In view of the domestic and international economic situation, it is time to elevate that concern to the level of a national interest priority. To accomplish this end, the President should establish at once by Executive Order the National Farmworker Service Council.

II. CURRENT POLICY IMPLEMENTATION

A plethora of agencies has arisen in an unsystematized fashion to deal with the problems facing farmworkers. Haphazard efforts at consolidation have failed. As a result, the national farmworker policy focus has remained blurred. Let us re-focus, for a moment, on the principal problems with which that policy must deal:



- + Hard-core, off-season unemployment among migrant farmworkers;
- + Frequently sporadic in-season employment due to bad weather, lack of transportation, the need for child care, unavailability of suitable housing, and the lack of assurance that the terms of employment offered to farmworkers will be honored by employers;
- + Adverse health and safety conditions that contribute to the atrocious mortality rate among farmworkers, to the high incidence of fatal diseases and to a drastic decrease in agricultural productivity;
- + Incomplete statistics on the number and geographic location of farmworkers, thus distorting Federal funding priorities and underestimating the size and importance of our national farmworker resource.

Within the Departments of government, agencies have proliferated, thus causing overlap, duplication and high administrative costs. The Council's first task will be to determine such areas of overlap and make recommendations to the President of specific ways to eliminate them. Next,



the Council will view the actual operations of existing agencies and present the President with concrete methods of improving the efficiency, equitability and speed of service delivery to farmworkers. Care will be taken to preserve the useful accomplishments of existing agencies in their specialized service areas.

A national office for farmworkers has been proposed in Congress; its establishment is necessary to implement the policy focus achieved by the Council. The national office should have sufficient autonomy and authority and it should be staffed by persons who are familiar with the needs of farmworkers and responsive to those needs.

III. MEETING FUTURE CHALLENGES

Soaring domestic food prices and scarcities and unusually stiff international competition for supplies and markets have hit at America's traditionally superior position in agriculture. The disappearance of thousands of small family farms each year has been one of the painful results of a recent overemphasis upon mechanization and a real lack of attention to the human factor in the agricultural system. Rural life has thus deteriorated in quality and attraction; urban areas have been wholly unable to deal with the resultant influx of people.



The national office will have as one of its primary long-range goals that of encouraging the continuation, viability and increase in the number of small family farms in the United States. The principal new resource which will be called upon to make this policy work is the pool of hundreds of thousands of farmworkers who now have no hope of ever owning their own small farm. These farmworkers have agriculture in their blood, in their culture and in their hearts. They have, collectively, vast experience in raising, harvesting and processing virtually every major crop produced by the United States. Many also have spent years raising livestock and poultry.

To be sure, some farmworkers would prefer to leave agriculture because of personal inclination or necessity. Such people should receive the training and employment opportunities mandated by law. The Council will have the power to oversee Federal activities in this sphere. But for those farmworkers who personally wish to remain in agriculture and thus contribute to its productivity and the nation's competitive standing, the national office will re-direct existing agency efforts into direct services to migrant farmworkers and into the new channel of revitalization of small family farms and small cooperatives in agriculture.



At the start, no additional funds will be needed to implement this policy. Rather, the Council will see to it that the national office coordinates in the following areas:

+ Financial resource utilization among such agencies as:

The Department of Agriculture, especially:
 The Farmers Home Administration
 The Farmer Cooperative Service

The Department of Labor, particularly:
 The Manpower Administration
 The Bureau of Labor Statistics
 The Occupational Safety and Health Administration

The Department of Health, Education and Welfare, especially:
 The Indian and Migrant Program Division
 The Office of Child Development

The Department of Commerce, particularly:
 The Office of Minority Business Enterprises
 The Economic Development Administration

The Small Business Administration

The Office of Economic Opportunity

+ Human resource utilization through actively informing migrants and potential small family farm owners among farmworkers of the financial and organizational resources that will be available to them from the above agencies and from community-based farmworker service programs



The Office of Management and Budget will receive recommendations from the Council on the criteria for defining and properly counting the number of farmworkers currently in the country, including dependents, the unemployed, disabled and retired. The national office will utilize these criteria in determining the percentage of financial resources that should be dedicated to the development and expansion of small family farms and for essential services to those who remain as agricultural employees. After Council approval of the formula, all agencies will cooperate with the national office in so re-directing resources to meet this high priority objective.

Eventually, the task will require new sources of funding from Congress to provide additional capital, technical assistance and marketing help for the family farms. However, with no new funding, significant steps can be taken now as outlined here simply through the creation of the Council and the national office. The benefits to the agricultural system will be enormous. We urge respectfully that the President take the first urgent step of establishing the National Farmworker Service Council.



NAFP

NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS
Suite 300 - 1910 K St., N.W. - Washington, D.C. 20006 Tel. (202) 785-2475

File

BOARD OF DIRECTORS

Douglas Jones, Chairman
New Jersey Farmworkers
Jose Rivera, Vice-chairman
HELP, New Mexico
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Edward Tafoya
HEP Program, Colorado
Karen Tobin
Program Funding, New York
Joseph Wheatley
Mississippi Delta Council

Executive Secretary
Raphael Semmes, III.

February 7, 1975

Mr. Kenneth Cole,
Assistant to the President
for Domestic Affairs
The Domestic Council
THE WHITE HOUSE
1600 Pennsylvania Avenue
Washington, D. C. 20005

Dear Mr. Cole,

We are pleased to attach the original of our Proposal for coordination of Federal programs on behalf of farmworkers. This Proposal was prepared with the assistance of the Office of Management and Budget and includes field input from farmworker programs around the country. We feel that the Proposal is an essential part of on-going federal efforts to reduce high incidence of unemployment among farmworkers.

In the preparation of this document, we have worked closely with Mr. Fernando E.C. De Baca, Special Assistant to the President for Hispanic Affairs, and Mr. Roger D. Semerad, Staff Assistant to the President. Both members of our Board of Directors and myself have met on several occasions with each of these gentlemen in refining and developing the Proposal at hand.

We would like to request a meeting with you and other appropriate Administration officials in the near future to review the Proposal and discuss possibilities for early implementation. The urgency of the matter is emphasized not only by the recurring need for better coordination of Federal assistance programs for farmworkers, but also by the current high unemployment rate. Farmworkers are traditionally one of the groups most affected by unemployment and certainly any federal efforts to impact upon this problem should begin with the groups most affected by it.

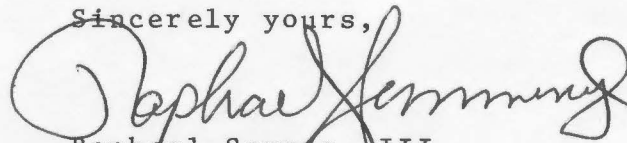
Serving the Migrant & Seasonal Farmworkers' Programs
Sirviendo a los Programas de los Campesinos.



Mr. Kenneth Cole,
February 7, 1975
Page two.

We look forward to hearing from you and
to arranging the meeting requested at your
earliest convenience.

Sincerely yours,



Raphael Semmes, III.
Executive Secretary.

RS:cs
Attachment.



COORDINATION OF FEDERAL PROGRAMS

ON BEHALF OF FARMWORKERS

A Proposal for a Standing Committee of the
Domestic Council with an Advisory Committee
of Farmworker Representatives

Presented to:

THE PRESIDENT OF THE UNITED STATES
The Domestic Council and Special Assistants and Advisors

Prepared by:

THE NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS
1910 K Street, N. W. Suite 300
Washington, D. C. 20006 (202) 785-2475



I. BACKGROUND: THE FARMWORKER PROGRAMS

Since 1964, a national policy of providing a full range of services to farmworkers has been in existence. That policy is based upon the recognition of the special needs of farmworkers caused by their high mobility and frequent lack of settled residence, which often results in lack of essential services when and where they most need them. Under the Economic Opportunity Act of 1964, sixty-six private, non-profit agencies were established nationwide to meet these needs and to provide effective input from the farmworkers themselves through elected Boards of Directors and use of farmworkers in key staff positions.

There are well over two million farmworkers now in the United States. They harvest and process the bulk of our nation's food and fiber. The size of this target group and the special problems and experiences have been behind the continued recognition given to farmworkers in successive pieces of legislation: the EOA of 1964, Migrant Health and Education Acts, the Comprehensive Employment and Training Act of 1973, and the Community Services Act of 1974. A number of agencies have been created within the Federal government to administer these programs. As a result, a further impetus has been given to the need to coordinate services to farmworkers at the Federal level.



More recently, a great deal of concern has been expressed for the generally high unemployment rate in the country as a whole. Farmworkers have one of the highest rates of unemployment even in the best of times, frequently because they are not exposed to the full range of employment, developmental and supportive services they require. The farmworker programs are dedicated to correcting this situation with Federal, state and local assistance. Increasingly, however, the Federal government must provide the catalyst through effective coordination of its own programs, responsiveness to the field agencies which implement those programs, and advocacy on behalf of farmworkers with State and local governments to provide matching resources so that the farmworker programs can effectively link their activities at all levels.

Several hundreds of millions of dollars in funding are now diffused over many federal agencies for farmworker-related activities, yet there is no coordination among them to reallocate existing and new resources to where they will do the most good.

In addition to administrative efficiency, the achievement of better coordination will make better use of the tremendous resource which farmworkers possess in their own vast experience in agriculture, the reinforcement of valued cultural ties and the preservation of our American agrarian tradition that can reach even the small family farm. These characteristics of farmworkers reinforce the need for culturally-attuned policies, particularly in regard to Hispano-American farmworkers, and general policy sensitivity that will permit equitable service to all farmworkers in every section of the country--blacks, whites, chicanos, Puerto Ricans,



and the other groups that go to make up this segment of our population.

Economically, too, hand farm labor now has several distinct advantages over mechanical labor. There are fewer problems with down-time or energy shortages, as demonstrated by the admirable performance of farmworkers in spite of the energy crisis and inflation. In addition, experts familiar with crop and produce quality consistently will choose hand-picked products as being of higher quality, with less damage due to mechanical bruises or discoloration.

In sum, the importance and size of the group, the funding involved and the existence of vast experience in the farmworker-directed programs all tend to high-light the need for a coordinating body that will not only be more likely to increase administrative efficiency but will also be more responsive program-matically to the needs of the target group through inclusion of a Farmworker Advisory Committee.

II. EVALUATION OF THE PROBLEM

The central problem is to coordinate the operations of all Federal agencies that serve farmworkers now or will be involved with them in the future. An evaluation of the major problems facing farmworkers underscores this need.

First, farmworkers are subjected to hardcore, off-season unemployment, even more so in times of economic stress. Even in-season employment may be sporadic due to the frequent lack of firm contracts.



Secondly, access to services by farmworkers is restricted because of the severe lack of transportation facilities in rural areas. The farmworker programs provide supportive services that are essential to the preparation and continuation of farmworkers in their employment. Among the services are child care, including bilingual education.¹ Housing for migrant farmworkers has been shown by several government studies to be totally unsuitable and in many cases unfit for human habitation.²

Once farmworkers are on the job in agriculture, dangerous safety conditions increase the very high mortality rate in the group. The average life expectancy of farmworkers is 20 years below the national norm.³ In addition, adverse health factors and poor nutrition produce a high incidence of fatal disease among those who work in the fields and can many times decrease drastically the rate of agricultural productivity. Combined with these safety, health and nutritional factors is the added uncertainty that farmworkers must bear due to the lack of assurance that the terms of employment offered them will be honored by potential employers. Particularly in light of the current skyrocketing rate of unemployment, it will be essential that all farmworkers are made aware

¹ See "Bilingual Education Needs of Spanish Surnamed Migrant Children", Human Resources Corporation (San Francisco, June 30, 1974).

² See Farmers Home Administration Study of 400 Counties and Housing Conditions Therein; Department of Labor Taskforce Report 1973.

³ Based upon statistics cited by under Secretary of Health, Education and Welfare, Frank Carlucci, Washington, D.C. at the National Conference on the Migrant Settling-Out Process, July 1973.



of the benefits accruing to them not only through improved programs of unemployment compensation, but also through increased protections afforded by governmental regulations of the terms and conditions of employment.

A fourth major aspect of the central problem to which the Farmworker Standing Committee must address itself is that of incomplete statistics on the number and geographic location of farmworkers. As a result of reliance on statistics which exclude thousands of unemployed farmworkers disabled and retired individuals, farmworker dependents and large numbers of farmworkers affected by law-offs, federal funding priorities in the distribution of assistance grants to states and programs in states have become distorted.

It is becoming increasingly clear that the only equitable solution to this aspect of the problem will be the implementation of a national farmworker census to eliminate the distortions, inequities and injustices of current allocation formulas. Without such objective basis for federal priorities in serving farmworkers, it will be impossible to assure the delivery of the services needed by farmworkers and thus reduce the high incidence of unemployment.⁴

4 In one rural county of California, for example, farmworkers account for as much as one-third of the unemployed work force, according to statistics gathered by the local Manpower Planning Council.



III. Recommendations

To cope with the central problems affecting farmworkers, the following four recommendations are proposed for the consideration of the President, the Domestic Council and the Advisors to the President.

First, that there be established a Standing Committee on Farmworkers in the Domestic Council, with an Advisory Committee composed of farmworker representatives to be appointed by the member programs of the National Association of Farmworker Programs. The composition of the Standing Committee will be as follows:

1. The Secretary of Agriculture.
2. The Secretary of Commerce.
3. The Secretary of Health, Education and Welfare.
4. The Secretary of Housing and Urban Development.
5. The Secretary of Labor.
6. The Secretary of Transportation.
7. The Administrator of the Community Services Administration.
8. The Administrator of the Small Business Administration.
9. The Director of the Federal Energy Administration.
10. The Director of the Environmental Protection Agency.

Each of the above officials may attend meetings personally or may designate an appropriate representative to attend meetings of the Standing Committee on Farmworkers. The Chairperson of the Standing Committee on Farmworkers shall be the Administrator of the Community Services Administration. He may from time to time invite officials or representatives of other departments and agencies



of the Federal government to attend the meetings dealing with matters of interest to such departments and agencies.

The Advisory Committee will be composed of an equal number of representatives of farmworkers' programs appointed by the members of the National Association of Farmworker Programs. The Advisory Committee will meet both separately and jointly with the Standing Committee. The Advisory Committee will provide relevant input and recommendations to the Standing Committee, evaluate policy, and determine the practical impacts of policy changes.

The functions of the Standing Committee on Farmworkers of the Domestic Council will include the following:

- A. To advise all appropriate agencies and departments in regard to better coordination of Federal policies assisting farmworkers.
- B. To form linkages with farmworker organizations and programs, relying on the advise and input of the Farmworker Advisory Committee.
- C. To establish liaison with appropriate congressional committees dealing with the area of farmworker problems.
- D. To refine or develop new approaches to the challenge of changes, technological, social or economic, affecting farmworkers.



- E. To work in close coordination with the Standing Committee of the Federal Regional Coordinators to ensure effective service delivery at the local level; and also to work with the national-level Committee of Under Secretaries.

The second recommendation of this proposal is that the Office of Management and Budget receive recommendations from the Standing Committee on the criteria for defining and properly counting the number and location of farmworkers. These criteria shall be developed so as to include farmworker dependents, the unemployed, the disabled and the retired. As a principal agenda item for its initial period of operations, the Standing Committee should request that the Office of Management and Budget authorize a census of farmworkers.

A third and related recommendation is that the Committee work to establish new priorities for resource allocations and reallocation, based on the data developed by the farmworker census and the criteria recommended by the Office of Management and Budget.

The fourth recommendation of this proposal deals with the critical areas of coordination, program operations, and funding levels to meet the needs of farmworkers. It is recommended that the Standing Committee, working in close conjunction with the



Advisory Committee of Farmworkers, establish a work plan and time table to complete the plan of work for its first and subsequent years of operation. Suggested items for inclusion in that work plan include the following:

- A. To determine existing areas of overlap among agencies with specific recommendations to the President for better coordination.*
- B. To analyze actual operations of agencies serving farmworkers and to advise the President and the Domestic Council of concrete methods to improve the efficiency, equitability and speed of service delivery.*
- C. To make every effort to preserve and expand upon the useful accomplishments of existing agencies.*
- D. To recommend appropriate levels of funding required to meet the increasing needs of farmworkers; such recommendations should include input from the Office of Management and Budget and regarding funding needed for completion of a national census of farmworkers.*

IV. Executive Order

Whereas sound public policy requires a continuing appraisal of the relation of Federal activities to assist



farmworkers to the needs and goals of the Nation;

Whereas the scope of, and program outlays for, Federal activities to assist farmworkers have increased greatly and have a significant influence on our economy and the American people;

Whereas many Federal agencies are involved both directly and indirectly in carrying on programs for farmworkers through private agencies and in cooperation with State and local units of government;

Whereas closer coordination of Federal activities to assist farmworkers will facilitate the resolution of common problems and otherwise promote effective planning and management of such activities;

Whereas under the direction of the Administrator of the Community Services Administration (hereinafter referred to as the Administration), the National Office for Migrant and Seasonal Farmworkers is directed by law to provide for coordinating its activities with those of other Federal programs designed to assist or serve migrant and seasonal farmworkers, and for reviewing and monitoring such programs;

Now, therefore, by virtue of the authority vested in me as President of the United States, it is hereby ordered as follows:



Section 1. Functions of the Administrator of the Community Services Administration. The Administrator, with assistance of the Director of the National Office for Migrant and Seasonal Farmworkers (hereinafter referred to as the Director) shall identify the goals and needs of the Nation with respect to farmworkers and from time to time shall recommend to the President policies for promoting the progress of farmworkers.

Section 2. Functions of the Director of the National Office for Migrant and Seasonal Farmworkers. Under the direction of the Administrator, the Director shall:

- (a) study the current effects of Federal activities upon the farmworker programs of State, local and non-profit institutions, assess future trends of such activities, and develop recommendations for farmworker programs, or for coordination of policies affecting farmworkers;
- (b) exercise leadership in seeking timely resolution of differences of opinion concerning policies or administrative practices with respect to Federal activities affecting farmworkers;
- (c) make appropriate arrangements for obtaining advice and information, including establishment and ad hoc working groups to consider special problems, and utilizing existing interagency machinery wherever appropriate; and,



- (d) exercise leadership in obtaining pertinent and consistent data permitting an overview of farmworker problems and Federal activities in the field, including cooperation with the Office of Management and Budget in establishing criteria for data collection and a National Farmworker Census.

Section 3. Agency responsibilities. The heads of Federal agencies, as to their respective farmworker-related programs, shall:

- (a) insofar as practicable, take such actions as may be necessary to assure: (1) conformity of their programs with the farmworker goals and policies of the Nation, as identified by the Administrator, and (2) consistent administrative policies and practices among Federal agencies in the conduct of similar programs;
- (b) keep each other fully and currently informed in order to achieve coordinated planning and prevent unnecessary duplication of activities;
- (c) provide information requested by the Administrator or Director of the National Office and,
- (d) cooperate with the Administrator and the Director in the conduct of such studies and analyses as may be



necessary to carry out the responsibilities and duties assigned by this order. To this end the heads of Federal agencies shall maintain information on current and planned activities that can readily be analyzed in conjunction with information on related activities of other Federal agencies.

Section 4. Establishment and Functions of the Standing Committee and Advisory Committee on Farmworkers.

- (a) There is hereby established a "Federal Standing Committee on Farmworkers." (hereinafter referred to as the "Committee,") within the Domestic Council.
- (b) The Committee shall advise the Administrator and the heads of Federal Agencies in connection with the responsibilities assigned to them by this order.
- (c) The Committee shall be composed of the Administrator, who shall be the chairperson, and one appropriate representative of each of the following: the Department of Agriculture, the Department of Commerce, the Department of Health, Education and Welfare, the Department of Housing and Urban Development, the Department of Labor, the Department of Transportation, the Community Services Administration, Small Business Administration, and the Federal Energy Administration, and the Environmental Protection Agency.



- (d) An equal number of farmworkers shall be appointed to an Advisory Committee on Farmworkers by the member programs of the National Association of Farmworker Programs.
- (e) The chairman may invite Federal agencies additional to those which are represented on the Committee under the provisions of subsection (c), above, to designate representatives to participate in meetings of the Committee on matters of substantial interest to such agencies which are to be considered by the Committee.
- (f) The Director of the Office of Management and Budget and Chairman of the Council of the Economic Advisers, may each designate a member of his staff to attend meetings of the Committee as an observer.
- (g) Each Federal agency which is represented on the Committee under the provisions of subsection (c), above, including the Department of Health, Education and Welfare, shall furnish necessary assistance to the Committee in accordance with Section 214 of the Act of May 3, 1945, 59 Stat. 134 (31 U.S.C. 691).

Section 5. Construction. Nothing in this order shall be construed as subjecting any Federal agency, or any function vested by law in, or assigned pursuant to law to, any Federal agency, to the authority of any other Federal agency, or as abrogating or restricting any such function in any manner.



Section 6. Definition. Except as may be inconsistent with the provisions of this order or otherwise inappropriate, the term "Federal agency", as used herein, includes any department or other agency or instrumentality (including officers) of the executive branch of the Government of the United States.



file

March 8, 1975

MEMORANDUM FOR: ROGER SEMERAD
FROM: NORM ROSS
SUBJECT: Advisory Committee of
 Farmworker Representatives

Attached are Secretary Butz's comments on a proposal for a standing committee of the Domestic Council on Migrant and Seasonal Farmworkers.

I would like to discuss this with you at your convenience.

NEROSS/ee





DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

MAR 6 1975

Mr. Norman E. Ross
Assistant Director
Domestic Council
The White House
Washington, D.C. 20500

Dear Mr. Ross:

In response to your request for an evaluation of the report, "A Proposal for a Standing Committee of the Domestic Council with an Advisory Committee of Farmworker Representatives," we concur with many of the ideas expressed in the proposal. However, we do not support the proposal in its present form nor do we support the proposed "Executive Order." Improved interagency coordination and cooperation are desirable goals as are methods to improve data systems. The Domestic Council may want to devote attention to specific problems of farmworkers, including the unique employment, and income problems of migrant farmworkers and issues associated with the use of foreign labor. However, establishment of an Advisory Committee containing only members or appointees of the National Association of Farmworker Programs would overlook potential contribution from other groups which represent farmworkers or farm employees.

The "Background" section of the report overstates the size of the work force target group concerned. Of the 2.7 million persons working on farms in 1973, approximately two-thirds were employed for less than 3 months. About 1.3 million workers were students and housewives, most of whom are not fundamentally concerned with the issues discussed in the proposal. Only about 200,000 were migrant workers. Furthermore, about three-fourths of all farmworkers do not live on farms. Health, housing or income problems associated with these workers are more properly the concern of general welfare and income transfer programs than of programs specifically oriented to migrant farmworkers.

With respect to the recommendation for a census of farmworkers, we believe that marginal changes in current data systems will prove to be adequate for assessing problems relating to the farm work force. The OMB Committee on Statistical Policy provides the necessary forum for developing inter-agency cooperation and improvement of the data system.

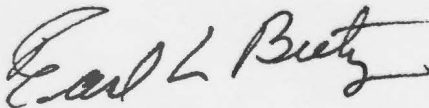


Norman E. Ross

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The third and fourth recommendations relate to establishing priorities and program coordination activities. The proposal creates in HEW a new National Office for Migrant and Seasonal Farmworkers. A bill to establish such an office has been introduced during the past 3 sessions but hearings have not been held. A similar bill is presently before the Equal Opportunity Subcommittee of the House Education and Labor Committee. We defer to HEW for comments on this specific proposal.

Sincerely,

A handwritten signature in cursive script, reading "Earl L. Buttz". The signature is written in dark ink and is positioned above the typed name "Secretary".

Secretary



February 25, 1975

MEMORANDUM FOR: EVAN HALE
FROM: NORM ROSS
SUBJECT: Migrant and Seasonal
Farmworkers

The National Association of Farmworker Programs has presented for our review a proposal for coordination of federal programs benefiting farmworkers. To focus attention and insure closer interagency coordination, they hope to have established a standing government committee with a farmworker advisory body.

I would appreciate your evaluation and comments. May I have your response by Wednesday, March 5.

NEROSS/ee

cc

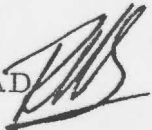


THE WHITE HOUSE

WASHINGTON

February 24, 1975

MEMORANDUM FOR: PAUL O'NEILL
NORM ROSS
PAM NEEDHAM
BILL BAROODY

FROM: ROGER SEMERAD 

SUBJECT: MIGRANT AND SEASONAL FARMWORKERS

The National Association of Farmworker Programs has presented for our review a proposal for coordination of federal programs benefiting farmworkers. To focus attention and insure closer interagency coordination, they hope to have established a standing government committee with a farmworker advisory body.

On two occasions I have met with this group and found them responsible and knowledgeable. I assured them that their proposal would be given careful review. Based on their information, I tend to think federal efforts could be vastly improved without expenditure of new administration funds. However, what should be done and by whom, remains unclear.

I would appreciate your evaluation and comments as well as your agencies. If appropriate, alternatives will be welcome.

May I have your response by Friday, March 7.

Attachment



2-24

COORDINATION OF FEDERAL PROGRAMS

ON BEHALF OF FARMWORKERS

A Proposal for a Standing Committee of the
Domestic Council with an Advisory Committee
of Farmworker Representatives

Presented to:

THE PRESIDENT OF THE UNITED STATES
The Domestic Council and Special Assistants and Advisors

Prepared by:

THE NATIONAL ASSOCIATION OF FARMWORKER PROGRAMS
1910 K Street, N. W. Suite 300
Washington, D. C. 20006 (202) 785-2475



I. BACKGROUND: THE FARMWORKER PROGRAMS

Since 1964, a national policy of providing a full range of services to farmworkers has been in existence. That policy is based upon the recognition of the special needs of farmworkers caused by their high mobility and frequent lack of settled residence which often results in lack of essential services when and where they most need them. Under the Economic Opportunity Act of 1964, sixty-six^{*} private, non-profit agencies were established nationwide to meet these needs and to provide effective input from the farmworkers themselves through elected Boards of Directors and use of farmworkers in key staff positions.

There are well over two million farmworkers now in the United States. They harvest and process the bulk of our nation's food and fiber. The size of this target group and the special problems it experiences have been behind the continued recognition given to farmworkers in successive pieces of legislation: the EOA of 1964, Migrant Health and Education Acts, the Comprehensive Employment and Training Act of 1973, and the Community Services Act of 1974. A number of agencies have been created within the Federal government to administer these programs. As a result, a further impetus has been given to the need to coordinate services to farmworkers at the Federal level.



More recently, a great deal of concern has been expressed for the generally high unemployment rate in the country as a whole. Farmworkers have one of the highest rates of unemployment even in the best of times, frequently because they are not exposed to the full range of employment, developmental and supportive services they require. The farmworker programs are dedicated to correcting this situation with Federal, state and local assistance. Increasingly, however, the Federal government must provide the catalyst through effective coordination of its own programs, responsiveness to the field agencies which implement those programs, and advocacy on behalf of farmworkers with State and local governments to provide matching resources so that the farmworker programs can effectively link their activities at all levels.

Several hundreds of millions of dollars in funding are now diffused over many federal agencies for farmworker-related activities, yet there is no coordination among them to reallocate existing and new resources to where they will do the most good.

In addition to administrative efficiency, the achievement of better coordination will make better use of the tremendous resource which farmworkers possess in their own vast experience in agriculture, the reinforcement of valued cultural ties and the preservation of our American agrarian tradition that can reach even the small family farm. These characteristics of farmworkers reinforce the need for culturally-attuned policies, particularly in regard to Hispano-American farmworkers, and general policy sensitivity that will permit equitable service to all farmworkers in every section of the country--blacks, whites, chicanos, Puerto Rican

and the other groups that go to make up this segment of our population.

Economically, too, hand farm labor now has several distinct advantages over mechanical labor. There are fewer problems with down-time or energy shortages, as demonstrated by the admirable performance of farmworkers in spite of the energy crisis and inflation. In addition, experts familiar with crop and produce quality consistently will choose hand-picked products as being of higher quality, with less damage due to mechanical bruises or discoloration.

In sum, the importance and size of the group, the funding involved and the existence of vast experience in the farmworker-directed programs all tend to high-light the need for a coordinating body that will not only be more likely to increase administrative efficiency but will also be more responsive programmatically to the needs of the target group through inclusion of a Farmworker Advisory Committee.

II. EVALUATION OF THE PROBLEM

The central problem is to coordinate the operations of all Federal agencies that serve farmworkers now or will be involved with them in the future. An evaluation of the major problems facing farmworkers underscores this need.

First, farmworkers are subjected to hardcore, off-season unemployment, even more so in times of economic stress. Even in-season employment may be sporadic due to the frequent lack of firm contracts.

Secondly, access to services by farmworkers is restricted because of the severe lack of transportation facilities in rural areas. The farmworker programs provide supportive services that are essential to the preparation and continuation of farmworkers in their employment. Among the services are child care, including bilingual education.¹ Housing for migrant farmworkers has been shown by several government studies to be totally unsuitable and in many cases unfit for human habitation.²

Once farmworkers are on the job in agriculture, dangerous safety conditions increase the very high mortality rate in the group. The average life expectancy of farmworkers is 20 years below the national norm.³ In addition, adverse health factors and poor nutrition produce a high incidence of fatal disease among those who work in the fields and can many times decrease drastically the rate of agricultural productivity. Combined with these safety, health and nutritional factors is the added uncertainty that farmworkers must bear due to the lack of assurance that the terms of employment offered them will be honored by potential employers. Particularly in light of the current skyrocketing rate of unemployment, it will be essential that all farmworkers are made aware

¹ See "Bilingual Education Needs of Spanish Surnamed Migrant Children", Human Resources Corporation (San Francisco, June 30, 1974).

² See Farmers Home Administration Study of 400 Counties and Housing Conditions Therein; Department of Labor Taskforce Report, 1973.

³ Based upon statistics cited by under Secretary of Health, Education and Welfare, Frank Carlucci, Washington, D.C. at the National Conference on the Migrant Settling-Out Process, July 1973.

of the benefits accruing to them not only through improved programs of unemployment compensation, but also through increased protections afforded by governmental regulations of the terms and conditions of employment.

A fourth major aspect of the central problem to which the Farmworker Standing Committee must address itself is that of incomplete statistics on the number and geographic location of farmworkers. As a result of reliance on statistics which exclude thousands of unemployed farmworkers disabled and retired individuals, farmworker dependents and large numbers of farmworkers affected by lay-offs, federal funding priorities in the distribution of assistance grants to states and programs in states have become distorted.

It is becoming increasingly clear that the only equitable solution to this aspect of the problem will be the implementation of a national farmworker census to eliminate the distortions, inequities and injustices of current allocation formulas. Without such objective basis for federal priorities in serving farmworkers, it will be impossible to assure the delivery of the services needed by farmworkers and thus reduce the high incidence of unemployment

4 In one rural county of California, for example, farmworkers account for as much as one-third of the unemployed work force, according to statistics gathered by the Local Manpower Planning Council.



III. Recommendations

To cope with the central problems affecting farmworkers, the following four recommendations are proposed for the consideration of the President, the Domestic Council and the Advisors to the President.

First, that there be established a Standing Committee on Farmworkers in the Domestic Council, with an Advisory Committee composed of farmworker representatives to be appointed by the member programs of the National Association of Farmworker Programs. The composition of the Standing Committee will be as follows:

1. The Secretary of Agriculture.
2. The Secretary of Commerce.
3. The Secretary of Health, Education and Welfare.
4. The Secretary of Housing and Urban Development.
5. The Secretary of Labor.
6. The Secretary of Transportation.
7. The Administrator of the Community Services Administration.
8. The Administrator of the Small Business Administration.
9. The Director of the Federal Energy Administration.
10. The Director of the Environmental Protection Agency.

Each of the above officials may attend meetings personally or may designate an appropriate representative to attend meetings of the Standing Committee on Farmworkers. The Chairperson of the Standing Committee on Farmworkers shall be the Administrator of the Community Services Administration. He may from time to time invite officials or representatives of other departments and agencies



of the Federal government to attend the meetings dealing with matters of interest to such departments and agencies.

The Advisory Committee will be composed of an equal number of representatives of farmworkers' programs appointed by the members of the National Association of Farmworker Programs. The Advisory Committee will meet both separately and jointly with the Standing Committee. The Advisory Committee will provide relevant input and recommendations to the Standing Committee, evaluate policy, and determine the practical impacts of policy changes.

The functions of the Standing Committee on Farmworkers of the Domestic Council will include the following:

- A. To advise all appropriate agencies and departments in regard to better coordination of Federal policies assisting farmworkers.
- B. To form linkages with farmworker organizations and programs, relying on the advise and input of the Farmworker Advisory Committee.
- C. To establish liaison with appropriate congressional committees dealing with the area of farmworker problems.
- D. To refine or develop new approaches to the challenge of changes, technological, social or economic, affecting farmworkers.



- E. To work in close coordination with the Standing Committee of the Federal Regional Coordinators to ensure effective service delivery at the local level; and also to work with the national-level Committee of Under Secretaries.

The second recommendation of this proposal is that the Office of Management and Budget receive recommendations from the Standing Committee on the criteria for defining and properly counting the number and location of farmworkers. These criteria shall be developed so as to include farmworker dependents, the unemployed, the disabled and the retired. As a principal agenda item for its initial period of operations, the Standing Committee should request that the Office of Management and Budget authorize a census of farmworkers.

A third and related recommendation is that the Committee work to establish new priorities for resource allocations and reallocation, based on the data developed by the farmworker census and the criteria recommended by the Office of Management and Budget.

The fourth recommendation of this proposal deals with the critical areas of coordination, program operations, and funding levels to meet the needs of farmworkers. It is recommended that the Standing Committee, working in close conjunction with the

Advisory Committee of Farmworkers, establish a work plan and time table to complete the plan of work for its first and subsequent years of operation. Suggested items for inclusion in that work plan include the following:

- A. To determine existing areas of overlap among agencies with specific recommendations to the President for better coordination.
- B. To analyze actual operations of agencies serving farmworkers and to advise the President and the Domestic Council of concrete methods to improve the efficiency, equitability and speed of service delivery.
- C. To make every effort to preserve and expand upon the useful accomplishments of existing agencies.
- D. To recommend appropriate levels of funding required to meet the increasing needs of farmworkers; such recommendations should include input from the Office of Management and Budget and regarding funding needed for completion of a national census of farmworkers.

IV. Executive Order

Whereas sound public policy requires a continuing appraisal of the relation of Federal activities to assist



farmworkers to the needs and goals of the Nation;

Whereas the scope of, and program outlays for, Federal activities to assist farmworkers have increased greatly and have a significant influence on our economy and the American people;

Whereas many Federal agencies are involved both directly and indirectly in carrying on programs for farmworkers^{*} through private agencies and in cooperation with State and local units of government;

Whereas closer coordination of Federal activities to assist farmworkers will facilitate the resolution of common problems and otherwise promote effective planning and management of such activities;

Whereas under the direction of the Administrator of the Community Services Administration (hereinafter referred to as the Administrator), the National Office for Migrant and Seasonal Farmworkers is directed by law to provide for coordinating its activities with those of other Federal programs designed to assist or serve migrant and seasonal farmworkers, and for reviewing and monitoring such programs;

Now, therefore, by virtue of the authority vested in me as President of the United States, it is hereby ordered as follows:



Section 1. Functions of the Administrator of the Community Services Administration. The Administrator, with assistance of the Director of the National Office for Migrant and Seasonal Farmworkers (hereinafter referred to as the Director) shall identify the goals and needs of the Nation with respect to farmworkers and from time to time shall recommend to the President policies for promoting the progress of farmworkers.

Section 2. Functions of the Director of the National Office for Migrant and Seasonal Farmworkers. Under the direction of the Administrator, the Director shall:

- (a) study the current effects of Federal activities upon the farmworker programs of State, local and non-profit institutions, assess future trends of such activities, and develop recommendations for farmworker programs, or for coordination of policies affecting farmworkers;
- (b) exercise leadership in seeking timely resolution of differences of opinion concerning policies or administrative practices with respect to Federal activities affecting farmworkers;
- (c) make appropriate arrangements for obtaining advice and information, including establishment of ad hoc working groups to consider special problems, and utilizing existing interagency machinery wherever appropriate; and,

- (d) exercise leadership in obtaining pertinent and consistent data permitting an overview of farmworker problems and Federal activities in the field, including cooperation with the Office of Management and Budget in establishing criteria for data collection and a National Farmworker Census.

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Section 3. Agency responsibilities. The heads of Federal agencies, as to their respective farmworker-related programs, shall:

- (a) insofar as practicable, take such actions as may be necessary to assure: (1) conformity of their programs with the farmworker goals and policies of the Nation, as identified by the Administrator, and (2) consistent administrative policies and practices among Federal agencies in the conduct of similar programs;
- (b) keep each other fully and currently informed in order to achieve coordinated planning and prevent unnecessary duplication of activities;
- (c) provide information requested by the Administrator or Director of the National Office and,
- (d) cooperate with the Administrator and the Director in the conduct of such studies and analyses as may be



necessary to carry out the responsibilities and duties assigned by this order. To this end the heads of Federal agencies shall maintain information on current and planned activities that can readily be analyzed in conjunction with information on related activities of other Federal agencies.

Section 4. ^{*} Establishment and Functions of the Standing Committee and Advisory Committee on Farmworkers.

- (a) There is hereby established a "Federal Standing Committee on Farmworkers." (hereinafter referred to as the "Committee", within the Domestic Council.
- (b) The Committee shall advise the Administrator and the heads of Federal agencies in connection with the responsibilities assigned to them by this order.
- (c) The Committee shall be composed of the Administrator, who shall be the chairperson, and one appropriate representative of each of the following: the Department of Agriculture, the Department of Commerce, the Department of Health, Education and Welfare, the Department of Housing and Urban Development, the Department of Labor, the Department of Transportation, the Community Services Administration, Small Business Administration, and the Federal Energy Administration and the Environmental Protection Agency.

- (d) An equal number of farmworkers shall be appointed to an Advisory Committee on Farmworkers by the member programs of the National Association of Farmworker Programs.
- (e) The chairman may invite Federal agencies additional to those which are represented on the Committee under the provisions of subsection (c), above, to designate representatives to participate in meetings of the Committee on matters of substantial interest to such agencies which are to be considered by the Committee.
- (f) The Director of the Office of Management and Budget and Chairman of the Council of the Economic Advisers, may each designate a member of his staff to attend meetings of the Committee as an observer.
- (g) Each Federal agency which is represented on the Committee under the provisions of subsection (c), above, including the Department of Health, Education and Welfare, shall furnish necessary assistance to the Committee in accordance with Section 214 of the Act of May 3, 1945, 59 Stat. 134 (31 U.S.C. 691).

Section 5. Construction. Nothing in this order shall be construed as subjecting any Federal agency, or any function vested by law in, or assigned pursuant to law to, any Federal agency, to the authority of any other Federal agency, or as abrogating or restricting any such function in any manner.

Section 6. Definition. Except as may be inconsistent with the provisions of this order or otherwise inappropriate, the term "Federal agency", as used herein, includes any department or other agency or instrumentality (including officers) of the executive branch of the Government of the United States.

