

The Florida Migrant Education Program:
An Analysis of Programmatic and Expenditure Practices

By

Robert W. Murray

A Dissertation Submitted to the Faculty of
The College of Education
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Doctor of Philosophy

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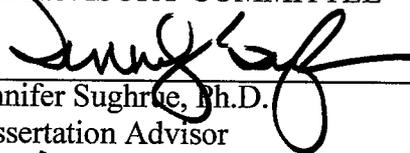
THE FLORIDA MIGRANT EDUCATION PROGRAM: AN ANALYSIS OF
PROGRAMMATIC AND EXPENDITURE PRACTICES

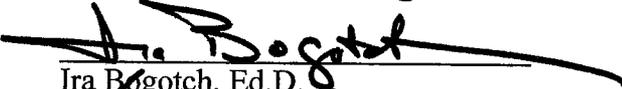
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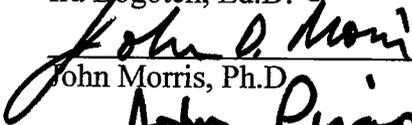
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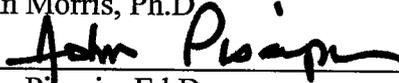
This dissertation was prepared under the direction of the candidate's dissertation advisor, Dr. Jennifer Sughrue, Department of Educational Leadership, and has been approved by the members of his supervisory committee. It was submitted to the faculty of the College of Education and was accepted in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

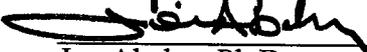
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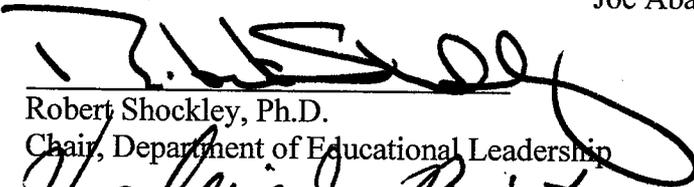

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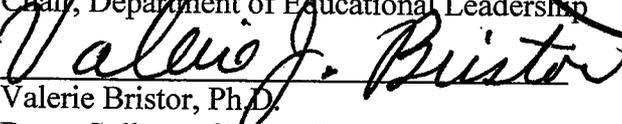

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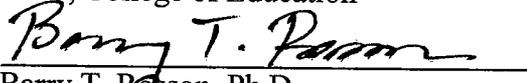

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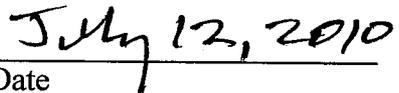

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VITA

Robert W. Murray is the son of Robert E. and Kathy R. Murray, born August 4, 1970. He was active in the Boy Scouts of America earning the Eagle Scout Rank and becoming a Vigil Honor Member of the Order of the Arrow. He attended high school in suburban Chicago, graduating in the Class of 1988 from Lyons Township High School, LaGrange, Illinois. He attended Eastern Illinois University on a full trumpet performance scholarship and earned a Bachelors of Music Education from Eastern Illinois University in August of 1993. He married Mary A. Holscher on May 20, 1994, and relocated to Carbondale, Illinois, to serve six years as the Director of Bands at Carbondale Community High School. In August of 1998, he graduated with a Master's of Science in Educational Administration. . In 2001, he became the principal of A-C Central Elementary School in Ashland, IL, and relocated to Florida in 2003. He entered the Doctoral program in January 2007 and completed an Education Specialist in Educational Leadership en route to the doctoral degree. He is a 17-year veteran to the field of education having served nine years in school administration. In 2007, he became the Principal of Lake Trafford Elementary School in Immokalee, Florida, leading the transformation of a low performing high needs school from a D school grade to an A school grade in 2009. He and Mary are private and instrument pilots as well as master scuba divers. As a result, they enjoy flying, diving, and traveling when not working or furthering their research.

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It does not seem possible that the day has come for the completion of the doctoral program. The first class with the Davie Cohort in the Spring 2007 we discussed the day that the dissertation was defended and the program completed, however it seemed like a transformational vision or a distant aspiration that is attainable, yet the realization that the goal was possibly beyond our reach on that chilly Saturday morning in January of 2007.

Numerous passionate individuals have provided crucial support along the pathway to completion of this life-long aspiration and it is decorous that these individuals be recognized. To commence, to the members of the department whose tutelage, direction, and insistence on world class scholarship made this aspiration a reality. Dr. Ira Bogotch, a significant member of the committee, was the professor of that initial course in the journey. He assiduously lectured that in all research “context matters,” and he has developed several postulates that are required, “Ira’s Rules,” the list of which I kept next to me throughout the writing of this dissertation. However, his most significant tenet explained simply that “life happens.” He motivated each of us in the cohort to explore our interests and to develop families of researchers, and he challenged us to begin the process of becoming a scholar. I am honored that he chose to serve as a member of the committee.

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administration and leadership, I have sought out a philosophical model that integrates my beliefs and practice. Dr. Pisapia brought my professional world into focus through his work, *Strategic Leadership*, in addition to the fusion of business and educational leadership models he professed through his course. I indebted to him for the insight, support, encouragement, and confidence he afforded me. Again, I am honored to have him serve on my committee.

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ABSTRACT

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The Migrant Education Program was enacted by Congress in 1966 as an amendment to the Elementary and Second Education Act of 1965. Today Title 1, Part C, of the No Child Left Behind Act of 2001 provides funding to states and subsequently to local educational agencies (LEAs) to provide educational programs and services to children of migratory farm workers. These funds are intended to enable these unique children to have access to state standards-based curriculum and to find success on standards-based assessments. This study examined the LEA utilization of funds awarded to the State of Florida under Title 1, Part C, from AY2007-09, identified the specific activities implemented by LEAs to meet the unique educational needs of the migrant students, and analyzed the impact of total student membership, total migrant entitlement, and concentration of migrant students relative to the total LEA student membership on the utilization of the funding. The study demonstrated that the Federal Office of Migrant

Education policies and rules promulgated by the State of Florida channel funding away from educational activities for the students to non-academic expenditures.

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CHAPTER 1: INTRODUCTION

The Migrant Education Program, Title 1, Part C, of the No Child Left Behind Act of 2001(NCLB) requires states and local school districts to focus on the unique educational needs of migrant children (NCLB, 2002); however, migrant workers and their children are referred to as “invisible people” (Vocke, 2007, p. 3) due to the extent of their social marginalization and lack of education. Migrant students are marginalized socially and economically as a result of the academic challenges of second language learning and the transient nature of the migrant lifestyle (Branz-Spall & Wright, 2004; Vocke, 2007).

This is a critical issue for educational leaders whose schools lay on one of the three streams that migrant families follow as they move north and south or east and west to acquire seasonal work. These schools accommodate migrant children for a few weeks or months during the school year, but, in many instances, are unable to provide meaningful educational programs or services to meet the challenges facing these children. A new online system is being developed, but it is still not yet available to assist schools in tracking and conveying the educational progress and needs of these children. Hopefully, such a system will assist schools in addressing individual migrant student needs and in maintaining learning continuity for these children. The plight of migrant children is often confused with that of immigrant children. Immigrant children have migrated to the United States, whether legally or illegally, and may take permanent residence in a

particular area, depending on the employment prospects of their parents or on extended family already in the country. Migrant children, however, may or may not be the children of immigrants, but live a nomadic life, traveling with their parents who follow the seasonal work of harvesting crops, working on dairy farms, or fishing. Migrant parents demonstrate a strong work ethic, a commitment to education, and a powerful belief in families, which are core values of American society, yet the parents are not incorporated into the American dream (Lopez, Guajardo, & Scheurich, 1998). Migrants see the American dream around them, but they need a good education to access it. The following quote best captures the hope of a migrant child:

I am not afraid of making it. What I mean is, I hope I can get a good job and make enough money to support me or my family, I don't want to get welfare or something like that. When I think of all that could happen, it makes you want to cry. You see everybody has a job, and they make it look so easy. But I can tell it's not. I always thought we had enough money, but now I know we are not the richest people in the world (Carroll, 1982, p. 108).

Words such as these beseech educators to meet the challenges presented by the unique needs of migrant children to be successful in school and to lead them to a life filled with more stability and less low paying toil. Those educators who work first-hand with migrant children must champion the fight in order to ensure migrant children have access to quality educational programs and support services required for success as they move along the migrant trails (Lopez, 2003).

Statement of the Problem

The original legislative action was spawned by public reaction to Edward R. Murrow's *Harvest of Shame* that was televised on CBS in 1960. This documentary demonstrated the abject poverty of the migrant farm workers in the United States. The program illustrated the struggles with which these families lived, including deplorable health and malnutrition. This television documentary prompted a campaign for immediate governmental intervention. Health care, food, and shelter for migrants were the initial primary concerns; however, these were immediately followed by federal legislation on migrant education (Branz-Spall & Wright, 2004).

Several decades later, migrant education policy and funding continue to need scrutiny to determine if the unique educational needs of migrant children are being met. The researcher is concerned that migrant education money is being expended on non-academic activities to the detriment of instructional programs and services that have a direct impact on migrant students. For example, the schools in Immokalee, Florida, each spend migrant education funds to employ non-instructional personnel for the purpose of recruiting and identifying migrant students. These individuals work with families, when they arrive in Immokalee to obtain agricultural work, to get their children enrolled in school as well as work with the family to insure access to health care services. This appeared to be a reasonable use of the migrant entitlement since funding depended on the number of migrant children enrolled in district schools. Expending migrant funding for direct educational services; however, appears to be limited. Many times professional development or professional conferences were funded, at great expense, for staff to attend conferences in other states that had limited connection to student learning.

The researcher conducted a preliminary review of migrant education policies surrounding the use of the funding, which revealed that these practices were not only acceptable, but preferable. Federal legislation mandates that migrant funds be used only for migrant students, which makes it difficult in mixed classrooms and the funds must be supplemental to the regular academic program rather than supplant any other local, state, or federal educational effort. Florida regulations also stress its own set of goals, which guide how funding should be allocated in the Florida Migrant Education Service Delivery Plan (SDP). Florida has not yet required that funding be used directly to improve the academic achievement of migrant students. Moreover, school leaders, who work closely with the families, were not a part of the process in determining how the funds could be expended for the benefit of migrant students, but rather compliance experts at the state level whose focus was only on interpretation of policy and whose intent was to ensure that migrant funding clearly is utilized only for migrant student activities, whether they be academic or non-academic.

The policies that are now in place create a system that channels funding away from educating migrant students and toward recruitment and identification compliance, as well as other non-academic functions. Subsequently, schools are challenged to comply with the requirements of the legislation; they attempt to creatively provide educational programs that meet the academic needs of all migrant students while providing documentation that migrant funding is serving only migrant students and not supplanting another local, state, or federal educational effort.

Education is believed to be the mechanism that transforms oppressed populations both socially and economically (Freire, 1968). Often governments devise educational

legislation that purports to provide all children with access to schools and to equal educational opportunity, but fails to provide sufficient funding, regulation, or monitoring to ensure that the programs meet their intended purposes. In other words, the oppressors continue to subjugate the oppressed by political duplicity, which results in maintaining the status quo (Freire, 1968) Oppressed populations continue to be deprived of proper educational or economic opportunity and thereby are denied the political sway they need to shift the balance of power.

The Migrant Education Program clearly exists on paper to support the rectification of the social injustice visited upon migrant families. Nonetheless, the web of policies and rules and the application of funding create tremendous challenges to educational leaders to implement educational programming.

Purpose of Study

Annually, nearly 20 million dollars are allocated by the federal government to the State of Florida for the purpose of meeting the unique needs of migrant students. The purpose of this study was to determine how Title I, Part C, funding for migrant education is expended to meet the unique educational needs of migrant students, as identified by No Child Left Behind (NCLB) (NCLB, 2002), the Federal Office of Migrant Education (OME), the Florida Migrant Education Program Comprehensive Needs Assessment (CNA), and the SDP. The study also sought to determine the kinds of programs and services LEAs implemented in meeting the unique educational needs of migrant students. Further, this study explored the relationship between the utilization of Title 1, Part C, funding by the LEAs in a 3-year aggregate period AY2007-09 and the categories of: (a) total population of the LEA, (b) the total migrant entitlement, and (c) the proportion of

migrant students within an LEA (ME/SM value). In no manner should this study be considered a vehicle to determine the effectiveness of which the Migrant Program in Florida meets the goals of the Federal Migrant legislation. Rather, this study explores the existing policy and the resultant practice of LEAs in the state.

Significance of the Study

This work is significant to educational leaders in the State of Florida as they serve the third largest migrant population in the country; only Texas and California have larger migrant populations. Migrant students are concentrated in the agricultural areas throughout the state. This study serves as a vehicle to inform educational leaders on the topic of migrant education in order to enhance understanding of the policies as well as programmatic practices implemented throughout the State of Florida to serve the unique needs of migrant students. The results of this study suggest policy alternatives to policy makers at the federal and state level that increase educational support services to migrant children. The study also serves to inform policymakers about how funding is expended in Florida and of the implications of the policies currently in place.

Role of the Researcher

The education of children whose parents choose to adhere to the migratory agricultural worker lifestyle has challenged the researcher, as an educator, for six years. The researcher has served in Immokalee, Florida, both as an assistant principal and as a principal, working in public schools with minority populations of which 40% are migrant children. During his tenure as an assistant principal he witnessed a variety of expenditures for migrant funding. Unfortunately, the money rarely was focused directly upon the improvement of the academic performance of the migrant students.

The researcher became principal of Lake Trafford Elementary School in July of 2007, notably the elementary school with the largest migrant student population east of the Mississippi River, with a conviction to change the status quo for this funding in his school. The school level entitlement was over \$350,000 for the year. He worked with the school leadership team to create alternative programs for migrant students because he was committed to spending the money directly on the students.

To this end, Lake Trafford Elementary School has successfully created programming that meets the ever evolving needs of the migrant students, as evidenced by the school's status as a high performing school as recognized by the FLDOE. As a result, the researcher has been asked by the Florida State Director of Migrant Education, Carolyn Matthews, to serve on the state workgroup for migrant program evaluation.

These experiences and opportunities have provided the researcher with a certain expertise in migrant education in Florida and with considerable motivation to study how migrant education funds are utilized in the State of Florida. He is cognizant of his own views of how migrant education funds should be spent and will take care to not allow his inclinations to color his investigation or the conclusions he draws from the policy and funding analyses.

Conceptual Framework

The conceptual framework is a composite of federal legislative requisites and state rules that suggest to Local Educational Agencies (LEAs) in Florida the activities that may be implemented to serve the educational needs of migratory students. These requisites were culled from: (a) the "Seven Areas of Concern" that emerged from a federal comprehensive needs assessment pilot study (CNA), (b) Florida's own four goal

areas, which were the result of the CNA, and (C) priorities identified in the SDP. The Federal Office of Migrant Education (OME) in 2005 issued a memorandum that identified seven areas of primary concern for the education of migrant students. The seven areas are: (a) educational continuity, (b) instructional time, (c) school engagement, (d) English language development, (e) educational support in the home, (f) health, and (g) access to services (USOME, 2005). The State of Florida incorporated these tenets as the underpinning for the CNA and SDP. The CNA was created through an extensive process conducted from 2003-2005 in conjunction with the Eastern Stream Center on Resources and Training (ESCORT). The CNA conveyed six primary findings (CNA, 2005):

1. Migrant students have significant gaps when compared to their non-migrant peers in reading, math, graduation, and school-readiness.
2. An increased number of highly qualified education professionals need to be employed in or contribute to migrant areas such as: planning, programming, and training of migrant staff.
3. Migrant parents do not participate in school activities as frequently as parents in general.
4. Migrant preschool children are not as prepared for kindergarten as their non-migrant peers.
5. Migrant student data, both demographic and achievement, is difficult to collect and in many databases cannot be disaggregated.
6. Migrant educators need to learn specific ways in which gathering and analyzing data can strengthen decision-making and ongoing evaluation of their programs.

These six findings were condensed into four goal areas: (a) reading, (b) mathematics, (c) graduation rates, and (d) school readiness. Florida added two more academic goals, priority for services (PFS) and parental involvement, both of which come from Section 1304(d) of Part C (NCLB, 2002), and one non-academic goal, identification and recruitment of migrant students, which Florida chose to include.

The SDP aligns and consolidates the federal areas of concern and the state goals into seven purposes and speaks to the disparity between migrant and non-migrant student in each of the targeted areas (SDP, 2006). The SDP includes performance indicators and suggests appropriate services and programs that should meet the educational needs of migrant students. The seven SDP goal areas serve as the underpinning for all migrant education activities and how migrant education funding is spent in the state.

Annually, 55 school districts constitute the LEAs that submit migrant education grant applications to the State of Florida for the three years considered in this study. The grant application contains two sections, the first of which details in 13 sections the program that will be utilized in the LEA to meet the unique educational needs of migrant students. The second articulates in a line item budget format with supportive narrative the specific intent on how migrant education funding allocated to the LEA will be expended. The overall grant process and requisites that comprise the conceptual framework are represented in Figure 1.

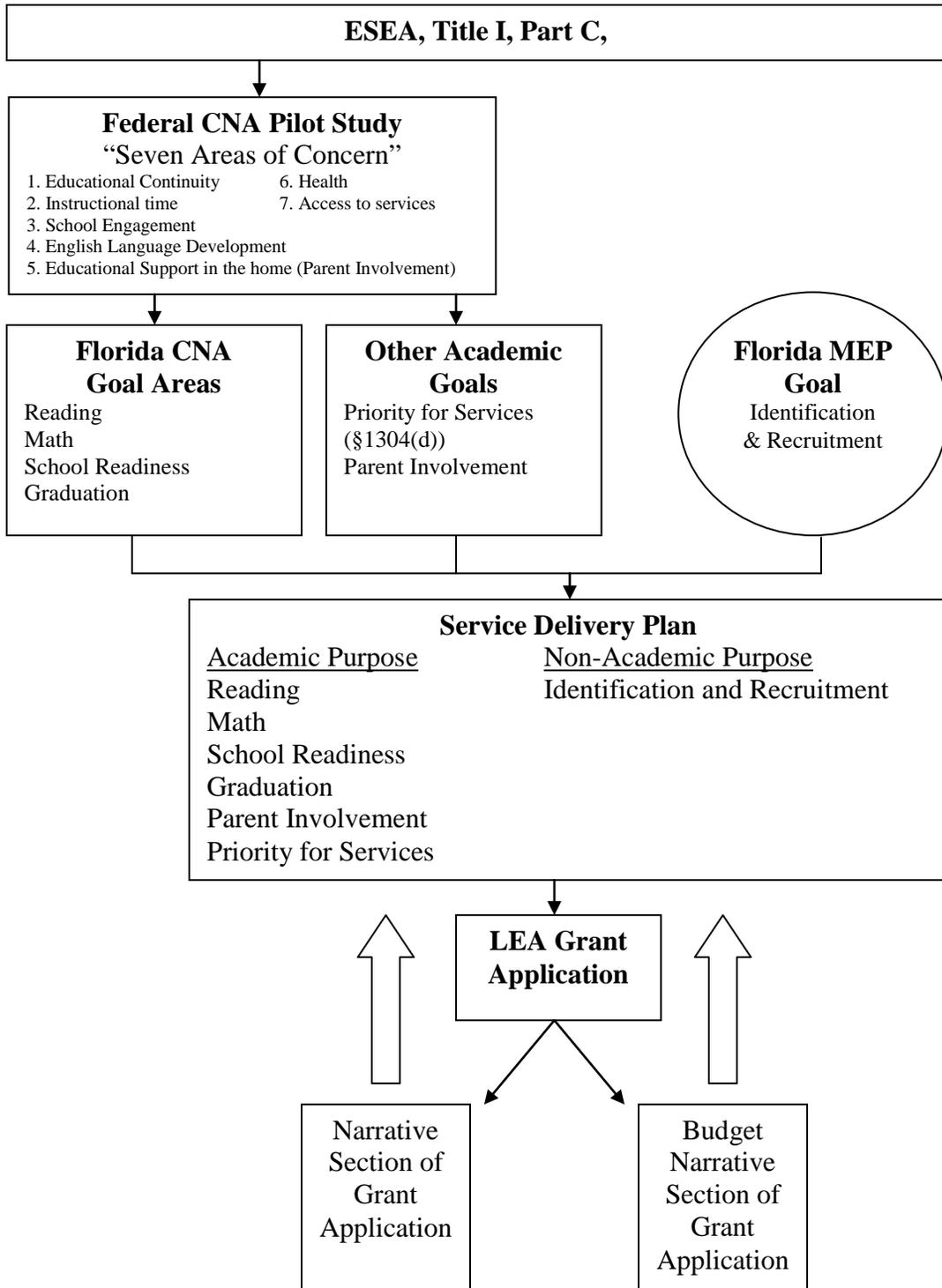


Figure 1. Conceptual framework.

Research Questions

This study was structured to investigate how Title I, Part C, funding for migrant education is utilized to meet the unique educational needs of migrant students, as identified by NCLB (2002), the Federal Office of Migrant Education (OME), the CNA, and the SDP. To that end, it was important to determine the kinds of programs and services LEAs intended to implement and to what extent migrant education funding was expended for academic and non-academic purposes for the 3 years that followed implementation of the SDP and for which data were available. Also of interest was to explore if there was a relationship between academic and non-academic expenditures and district factors, such as total student membership of the LEA, the total migrant entitlement, and the proportion of migrant students within an LEA (ME/SM value). The five research questions that guided this study were:

1. How are funds from Title 1, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?
 - a. What proportion of Title 1, Part C, funds is utilized for educational programs, expenses, and services?
 - b. What proportion of Title 1, Part C, funds is utilized for non-educational programs, expenses, and purposes?
2. What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?
3. Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

4. Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?
5. Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

Overview of the Research Design

This study was designed as a descriptive analysis exploring migrant education policy and Title I, Part C, funding utilization through document analysis and statistical methodologies to answer the research questions. The data source for the study was the Migrant Grant Applications that are submitted annually to the Florida Department of Education (FLDOE) and that were retrieved from the FLDOE website. The document analysis portion of the study examined the grant narrative and budget narrative sections of each LEA's grant application for AY2007, AY2008, and AY2009. The narrative portions of the grant applications of each LEA were analyzed to identify the specific programs and services implemented by the LEA's to meet the unique educational needs of migrant students. The grant application budget narrative sections were categorized by funding function and object codes under the general headings of: (a) academic programs, expenses, and services and (b) non-academic programs, expenses, and services. The document analysis portion of the study served to address Research Question (RQ) #1 and its subset questions, as well as Research Question (RQ) #2. It also provided for the categorization of LEAs and the fracturing of data for inclusion in the statistical analysis that was to follow.

Statistical methodologies were chosen to determine the relationship between the utilization of Title 1, Part C, funding and three school district characteristics: (a) Total LEA Student Membership, (b) Total LEA Migrant Entitlement, and (c) ME/SM value.

Assumptions

For the purpose of this study, the following assumptions will be made:

1. The data provided to the State of Florida by the LEAs is accurate and complete.
2. The state received and recorded the data from the LEAs accurately.
3. The state archives contain all LEA migrant grant applications submitted for the academic year.

Limitations

1. The population of the study will be limited to the LEAs that submitted migrant grant applications during AY2007, AY2008, and AY2009
2. The study will be limited to the data available on the LEA migrant grant applications submitted during AY2007, AY2008, and AY2009. Operational funding utilized by the Florida Office of Migrant Education beyond that allocated to LEAs in Florida will not be part of the study.

Delimitations

1. This study focuses on policy and stated programs, expenses, and services of the filed grant applications. It does not evaluate the effectiveness of the practices or the integrity of the implementation.

2. This study will not seek to address the manner in which the FLDOE addresses fluctuations and estimations of Priority for Service students within the Total Migrant Entitlement.

Definitions

For the purpose of this study, terms will be defined as follows:

Educational Programming – Activities that directly affect the education of the student such as: resource teachers, tutors, special classes for remediation beyond the regular school day. In addition, activities that affect the teachers who directly instruct migrant students, such as: migrant education staff developer, in-service training. Educational supplies or equipment that directly supplements the migrant student such as: technology device, school supplies beyond that which is provided to a student population, would be included in this category. Transportation costs for the express purpose of facilitating an education experience for migrant students will also be included in the category.

ESEA- Elementary and Secondary Education Act of 1965 which is the legislation that was amended in 1966 to create the Migrant Education Program.

LEA –Local Educational Agency refers to the school district which facilitates the local migrant program delivery. For the purposes of this study, all LEAs will be considered as Pre-K through 12 systems. 55 school districts annually submitted grant applications for migrant education funding during the time period considered for this study. As a result, there will be 55 LEAs considered in this study.

ME/SM value – A value determined by dividing the 3-year aggregate (AY2007-09) of the Total Migrant Entitlement of a given LEA by the 3-year aggregate (AY2007-09) Total Student Membership of the same LEA. It is intended to be a proxy for the concentration of migrant students within the total student membership of the LEA.

OME- Federal Office of Migrant Education responsible for the rules promulgation of the Elementary and Secondary Education Act, Title 1, Part C.

SEA- State Educational Agency which is represented by a State Director of Migrant Education.

Special and Unique Needs- Educational needs that are inherent of students who, as a result of their lifestyle, are exposed to interrupted schooling, a variety curriculum and pedagogical techniques, limited exposure to formal register English, and low levels of literacy in the home.

Chapter Summary and Organization of the Study

The Migrant Education Program was enacted by Congress in 1966 through an amendment to the Elementary and Secondary Education of 1965 (amendment to ESEA) (1966). The re-authorizations since that time have primarily focused on the qualifications of participants in the program. Therefore, a need existed to examine: (a) the utilization of Title I, Part C, Migrant Education funds by LEAs to meet the unique educational needs of migrant students, (b) to identify the kinds of programs and services that are implemented by the LEAs in this pursuit, and (c) to further explore the relationship between the utilization of funds and specific characteristics of LEAs as indicated by: Total Student Membership, Total Migrant Entitlement and/or ME/SM value, in order to provide

educational leaders and policy makers with insights into what is occurring. The study concludes with the implications of the expenditures and with possible policy revisions to the SDP and/or the Federal Migrant Education Legislation.

The remaining chapters of this study provide a underpinning, the design, the findings and conclusions of the study. Chapter 2 includes a comprehensive review of literature that sets the historical premise for the funding, an historical timeline of the legislation specific to the Migrant Education Program, and the conceptual framework for the study detailing the federal legislation and promulgated rules of the program. Chapter 2 concludes with the mechanisms utilized by the Florida Migrant Education Office to ensure compliance and documentation of the Local Educational Agencies. Chapter 3 describes the methodology for the study including: research design, sample, data collection and organization, data analysis, and policy and statistical analysis methodologies. Chapter 4 discusses the policy analysis and statistical analysis findings of the study as well as the results of the hypotheses testing. Chapter 5 concludes the study and presents the overall findings, conclusions, implications for policy makers and practice as well as recommendations for future research.

CHAPTER 2: REVIEW OF LITERATURE

The Migrant Education Program, Title 1, Part C, of the No Child Left Behind Act of 2001 requires states and local school districts to focus on the unique educational needs of migrant children (NCLB, 2002); however, migrant workers and their children are referred to as “invisible people” (Vocke, 2007, p. 3) due to the extent of their social marginalization and lack of education. Migrant students are marginalized socially and economically due to the academic challenges of second language learning and the transient nature of the migrant lifestyle (Branz-Spall & Wright, 2004; Vocke, 2007). This study evaluated the utilization of federal funding for migrant students and informed educational leaders about the programs and services in which migrant students are served in the State of Florida.

The history of migrant education as well as the federal legislative evolution of Title 1, Part C, served to underpin the study. In addition, the study employed the CNA process required by federal legislation lead to the promulgation of the SDP. The LEAs use the SDP as a framework for creating the specific grant application that details the use of the federal funding. A comprehensive search of germane research to inform this topic was performed via the Internet exploring a range of data bases, such as: SAGE, Education Full Text, ERIC, JSTOR, LexisNexis Academic, and ProQuest, accessed through the Florida Atlantic University (FAU) library system. Additionally, literature was retrieved from the

Florida Department of Education website, United States Department of Education website, Google Scholar and other online resources. Key terms such as *migrant education*, *migrant education office*, *migrant comprehensive needs assessment*, *Elementary and Secondary Education Act re-authorizations*, *migrant “Seven Areas of Concern,”* *migrant education history*, and *ESCORT* were utilized to facilitate electronic searches to inform the topic. Supporting research was compiled through literature concentrating on social aspects of poverty, migrant education policy, needs of migrant students, and politics of education.

This chapter is organized thematically, exploring the history of migrant education first. The chapter begins with a history of events and actions, both nationally and in Florida, that have influenced the promulgation of migrant education legislation and policy. The chapter then explores the history of the federal legislation that led to the Migrant Education Program (MEP), beginning in 1966, and concluding with NCLB in 2001. The final section of the chapter creates the conceptual framework for the study. This follows the pertinent sections of Title 1, Part C, to the CNA pilot study that generated the “Seven Areas of Concern” for all migrant students, which creates the framework for the CNA. The conceptual framework concludes with a descriptive explanation of the CNA, SDP, and LEA grant applications which are analyzed as data for this study.

Migrant Education in the United States

The education of migrant children begins with the cultural awareness brought on by John Steinbeck’s *The Grapes of Wrath* (1939), which influenced the formation of two committees: the La Follette Committee in 1939, which investigated the violation of civil

liberties of agricultural workers, and the Tolan Committee of 1940, which investigated interstate migration of destitute citizens. These committees both concluded that migration was primarily due to a lack of education. Likewise, vocational training was needed and educational deficiencies held back rehabilitation programs in many rural areas. Finally, the federal government must subsidize education in the areas of greatest distress (Van Dusen, 1954).

In response to these initial committee reports, numerous models for addressing this educational conundrum began throughout the United States. Among the schools directed with the primary function of educating these unique underprivileged children, several were located in Homestead and Belle Glade, Florida. These schools were located on the seasonal work trail, which brought these children to the area for the months December to April, and were operated by the Dade County Board of Public Instruction. (Van Dusen, 1954). These schools struggled with their charge for the reasons noted by the United States Office of Education in 1952, “[Migrant students] enter school later, attend fewer days, show greatest retardation, achieve least progress, drop out of school earlier, and constitute the largest single reservoir of illiterates” (Van Dusen, 1954, p. 88). These actions and efforts lead to state government intervention in Florida.

Early Migrant Education in Florida

In 1955, Florida Governor LeRoy Collins appointed a committee called Migrant Agricultural Labor. This 18 member committee was comprised of individuals who worked with various organizations in the state that supported agricultural labor and included a member from the Florida Department of Education (FLDOE). This committee concluded that improvement to the life of the migrant farm workers could be made

through a governmental interagency committee that would have the responsibility to make recommendations to the state legislature for systemic change.

In 1957 Governor Collins followed up with that recommendation and appointed such a committee that worked for 2 years to create a report to the 1959 legislature. This report highlighted research conducted in the Glades of Palm Beach County and in conjunction with the district school boards of Palm Beach County, Florida, and that of North Hampton County, Virginia. This initial research led the FLDOE to employ a Coordinator of Education for Migrant Children, a consultant in Elementary Education for Migrant Children, and secretarial personnel in 1965. This new group immediately worked to elicit support for a program to support migrant workers in the state and ultimately prepared a \$3,000,000 grant proposal to the Federal Office of Economic Opportunity (OEO), created by the Economic Opportunity Act of 1964 (EOA), to work with the unique educational services for children of migrant or seasonal agricultural workers. However, the proposal noted that an amendment addressing the educational needs of migrant children had been proposed for newly enacted Elementary and Secondary Education Act (ESEA) and requested that this grant proposal be suspended pending the outcome of the amendment (Morse, 1966).

As widely recognized, the amendment to ESEA was passed in 1966 which included provisions for the education of migrant children and the grant proposal was not submitted (Table 1).

Table 1

Timeline of Florida Migrant Education Pre Federal Legislative Action

<u>Time period</u>	<u>Event</u>
1939	Publishing of John Steinbeck's <i>The Grapes of Wrath</i>
1939-1940	Formation of the La Follette and Tolan Committees
1952-1953	Pilot study in Palm Beach County, Florida determining the educational needs and problems of migrant children
1955	Governor Leroy Collins (Florida) appoints committee on migrant agricultural labor
1957	Governor Leroy Collins (Florida) appoints governmental interagency committee to make recommendations to legislature regarding migrant education
1960	National Committee for the Education of Migrant Children receives a grant from the Federal Office of Economic Opportunity to develop a plan to address the educational continuity of migrant students
1965	Florida Department of Education employs coordinator of education for migrant children and consultant in elementary education for migrant children
1965	Passage of the Elementary and Secondary Education Act
1966	Submission of Florida Migrant grant application to the Federal Office of Economic Opportunity

(Morse, 1966; ESEA, 1965; Steinbeck, 1939; Stockburger, 1980)

The Challenge of Educating Migratory Children

The responsibility of schooling in the United States is a role shared between educators and parents. The absence of this basic construct poses a challenge to schools to meet the unique educational needs that result from the migratory lifestyle of the parents (Vocke, 2007). Additionally, the time lost from school due to frequent moves and the social, economical, and educational marginalization that results from the families' transience create unique challenges for educators in working towards successfully meeting migrant students' educational needs (Romanowski, 2001). According to the 2000 National Agricultural Worker Survey (NAWS) in 2000, 81% of farm workers speak Spanish (NAWS, 2000). As a result, "the difficulty of gauging cognitive and academic status of migrant children in schools is significant given the complex nature of emerging bilingualism" (Henning-Stout, 1996, p. 156). Given these myriad of attributes, the challenge of effectively schooling migrant students creates a complex conundrum for educators that has been at the center of the migrant education program since its inception (Ribando, 2002).

The First National Conference of Migrant Education came together to address issues related to educating migratory student in 1964 in St. Louis, Missouri. This colloquium of educators addressed the methodology and basic content of needed educational programs, the coordination of community services, and the resources available at the federal and state level for migrant education. The most critical need identified by the conference was the discontinuity of education programs (Stockburger, 1980). The resulting report from this conference became the underpinning of the federal migrant program (Gouwens, 2001).

The National Committee for the Education of Migrant Children (NCEMC) received a grant from the Federal Office of Economic Opportunity to develop a plan to address the educational discontinuity of migratory children. The work groups from this initiative submitted a final report to the OEO in 1965, which provided the basis for a federal migrant education program funded through the OEO. The OEO, however, chose not to adopt this recommendation due to lack of funding (Stockburger, 1980).

History of Federal Migrant Legislation

The 1966 amendment to ESEA had its national political birth on the day after Thanksgiving, in 1960; Edward R. Murrow's *Harvest of Shame* was televised on CBS. This documentary dramatically demonstrated the abject poverty of the migrant farm workers in the United States. The program illustrated the struggles in which these families lived in deplorable health and malnutrition. This television documentary prompted a campaign for prompt governmental intervention. Health care, food, and shelter for migrants were the initial primary concerns; however, these were immediately followed by federal legislation on migrant education (Branz-Spall & Wright, 2004).

Migrant Health

The documentary raised the conscious of the country in regards to Migrant health concerns raised following the Morrow documentary. The primary governmental intervention was the Migrant Health Act signed by President Kennedy in 1962. This initial legislation provided a vehicle for federal support to be provided for the purpose of health care for migrant farm workers. In 1964 with the passage of the Economic Opportunity, health centers were established for community based health that among other segments of the population served migrant farm workers (NCFH, n.d.).

The Health Centers Consolidated Act of 1996 (HCCA) is the current legislation that provides funding to health care centers throughout the country (HCCA, 1996). In Florida, the Florida Association of Community Health Centers (FACHC) works as the legislative advocacy group with the Federal Department of Health and Human Services, the governmental agency responsible for administering the provision of the 1996 legislation. The department reported in 2009 that over \$17 million dollars was provided to Florida which serves over 100,000 patients. Where these patients are not solely migrant farm workers, the network of community health centers among their many responsibilities are charged with providing primary and supplementary health as well as disease control for migrant farm workers (FACHC, n.d.).

The Elementary and Secondary Education Act of 1965

The Elementary and Secondary Education Act of 1965 (ESEA) comprised of a portion of President Lyndon Johnson's legislative agenda called both the "Great Society Programs" and the "War on Poverty" (Debray, 2006, p. 5). This was the most ambitious federal legislation to provide funding for public education. However, in an effort to provide federal funding to schools and to avoid the political special interests of religious organizations vying for federal education dollars, the bill focused on the education of economically disadvantaged children. With the urging of President Johnson, the bill was passed quickly in Congress. In fact, President Johnson was not concerned with the specific provisions of the bill, just simply the successful passage of the bill due to the politics of the overall societal legislative agenda (Debray, 2006).

Since 1965, ESEA has been amended eight times by Congress (Debray, 2006). The first amendment to ESEA, in 1966, created a new a new provision exclusively for the education of migratory farm workers.

Migrant Education Program

The Migrant Education Program (MEP) was established by amendment in 1966 to the Elementary and Secondary Education Act of 1965 (amendment to ESEA, 1966). The first year federal appropriation for the MEP was \$9.7 million dollars and served fewer than 170,000 students across 44 states (Branz-Spall & Wright, 2004). The bill funneled funding to individual schools and full-time students, and as such, did not significantly impact migrant students. As a result, William D. Ford, a congressman from Michigan and eventually the chairman of the House Education and Labor Committee, championed an amendment to ESEA to allow payments to SEAs and LEAs for assistance in educating migratory children of migratory agricultural worker (Branz-Spall & Wright, 2004; amendment to ESEA 1966). The grants were to be used to provide programs and projects that met the unique educational needs of children of migratory agricultural workers. In addition, the law provided grant funding for interstate coordination of migrant education programs or projects including the transmittal of school records (U.S. Department of Education [USDOE], 1981). This created the Migrant Student Records Transfer System (MSRTS).

Migrant Student Records Transfer System

The MSRTS was initiated in 1969 through contracts with the Arkansas Department of Education. By 1991, MSRTS maintained educational and health records on over 600,000 migrant children in this country. Information was entered into the

system terminals located in areas with high concentrations of migrant students. It was primarily local schools that provided the data to the system when a migrant student left the school and, in turn, when the migrant student enrolled at the next school. The enrolling school would contact MSRTS to have the records mailed to the school. At the apex of the program over 17,000 sites throughout the country utilized the MSRTS, which was approximately 30% of public schools in the United States at that time. However, the MSRTS was discontinued by the federal government when a report filed by the National Commission on Migrant Education (NCME) indicated the system did not maintain records efficiently on migrant children (Cahape, 1993). The Improving Americas Schools Act of 1994 (IASA) called for the elimination of the system. As a result, MSRTS went off-line in July of 1995 (Salinas & Franquiz, 2004).

Legislative Actions to MEP 1972 – 1981

A 1972 amendment to ESEA permitted the utilization of migrant funds for pre-kindergarten services (Education Amendments of 1972, 1972). This legislation was a departure from the original eligibility set forth in the 1966 amendment to ESEA which allowed funds for only school aged children. The next evolution in the law expanded the definition of migratory work to include those working with fisheries (Education Amendments of 1974, 1974). This legislation not only expanded the number of workers whose children would be eligible for services, but also expanded the eligibility of LEAs to include those who served areas in which the fisheries industry depended on migrant labor (USDOE, 1981).

Four years later, Congress established Parent Advisory Councils (PACs) to increase the parent involvement in schools that served migrant children (Education

Amendments of 1978, 1978). The increase in migrant parent involvement was reinforced by the Education Consolidation and Improvement Act of 1981 (ECIA), which required SEAs to consult with PACs in the planning of migrant education programs (ECIA, 1981).

ESEA is a law that has undergone incremental re-authorization every 5 to 6 years and has passed through three stages of development (Debray, 2006). This holds true for the migrant education language in the law (Salinas & Franquiz, 2004). From the period from its inception to the beginning of the Reagan administration, migrant education legislation, along with the other subsections of ESEA, focused primarily on which students would qualify and did little to follow how the funding was being utilized. However, the end of the Reagan administration brought substantial changes to the law.

Hawkins-Stafford Act of 1988

The next phase in migrant children legislation, the Hawkins-Stafford Act of 1988, created the National Commission on Migrant Education (NCME), which was charged with creating a report of the effectiveness of the migrant education program and the act also expanded the age eligibility for migrant services. The 1972 amendment had extended funding to pre-school services for migrant children. Subsequently, the Hawkins-Stafford Act of 1988 further expanded the age eligibility of a migrant child from the ages of 5-17 years old to 3-21 years old. In addition to the change in age of eligibility, the act also permitted the eligibility for children of migrant dairy workers (Hawkins-Stafford Act of 1988, 1988).

The NCME found that the migrant population had changed since the inception of the MEP. The report publicized that migrant children were no longer children of U.S. born agricultural workers but rather children of recent immigrants who were employed in

agriculture. Also, there was a shift away from families to single young males, many of whom were unaccompanied minors.

The commission cited the primary challenges facing this new group of migrant children to be poverty, limited English proficiency, parents with low educational attainment, isolation from the middle class society and from equal educational opportunities. These challenges helped explain the school dropout rate of migrant children, which was several times higher than that of the national average (Kuenzi, 2002).

Improving America's Schools Act of 1994

A major shift in migrant education policy occurred with the enactment of the Improving America's Schools Act (IASA) (IASA, 1994). This legislation introduced six major changes in the MEP. In addition to the elimination of the MSRTS, the bill shortened the eligibility period between qualifying moves from 5 to 3 years. The 1966 amendment to ESEA allowed migrant families to be eligible to receive migrant educational support for up to 5 years after a move of 50 miles or greater for the purpose of agricultural work. The updated legislation required families to move with their children every 36 months to retain program eligibility. Simultaneously, eligibility was expanded to include minors up to age 21 who did not travel with their parents. The act recognized that major program adjustments might be necessary to accommodate the out of school youth population.

The changes in eligibility created unanticipated outcomes on the delivery of migrant education services. The act states that *priority for services* were for students who migrated more frequently and were at greater risk of failing to meet the new challenging state standards, which was the cornerstone of the IASA legislation. Historically, the

educational concern of the MEP had been the disruption of learning as a result of multiple moves. But, the new requirements limited services only to families who moved every 36 months. Therefore, in order to remain eligible, families had a disincentive to delay travel to summer months, creating a stronger likelihood that there would be more frequent disruptions in their children's schooling.

In a complete departure from the original legislation which did not permit any student, other than migrant students, to receive benefit from Title 1, Part C, funds, IASA permitted the utilization of migrant funds for school wide projects and/or programs. This act specified that the projects must meet the needs of the migratory lifestyle and permit migrant children to participate in school more effectively. For instance, equipment, such as laptop computers, could be purchased and utilized by all students in the school if the purpose for purchasing the computers was specifically tied to academic needs of migrant students.

The MEP traditionally provided funding to summer programs that were for migrant children who did not go to the fields with their parents during the summer months. The programs were not regulated as many did not provide academic support for the children. IASA provided specific funding for summer programs, but required academic content be a part of the approved program. (Wright, 1995)

Finally, IASA provided incentives for states to create consortiums to serve migrant students. The MEP in 1966 asked SEAs to work together to provide services for migrant students. IASA provided substantial financial incentives for states to work through the Secretary of Education to create migrant education consortiums to delivery more effective services to migrant students (Wright, 1995).

As previously discussed, the new legislation discontinued the MSRTS in July of 1995; however, there remained statutory requirements to maintain transfer records for migrant students. IASA placed this burden on the states. The act directed the Secretary of Education to solicit possible solutions from the states to fill this void and required the states to ensure that records transferred from school to school continued in the interim.

IASA created the rudimentary skeleton of the migrant legislation that currently is in place today. It was the most direct and comprehensive legislation for migrant programs since the original amendment to ESEA in 1966.

No Child Left Behind of 2001

The No Child Left Behind Act (NCLB, 2002) has defined the specific purposes of the MEP and has limited educational services under this program. These limitations place further academic accountability pressures on educators to meet the challenges of educating migrant students without the benefit of fiscal support.

NCLB placed emphasis on academic achievement through *high-stakes* testing, presenting an even greater problem for migrant students moving from one district or state to another. Since testing windows are not standardized among states, migrant children could conceivably take one state's test in February and another's in April. A more likely scenario is that migrant children would miss a testing date in the district where they had received the most instruction, then be tested in a district to which they recently moved. Either situation could result in questionable data, as well as, little actual instructional application. Furthermore, due to the lack of a single national standard based curriculum, migrant students are held accountable for information in which they have not received adequate instruction (Pappamihiel, 2004).

NCLB has defined the specific purposes of Part C-Education of Migratory Children to focus on six purposes in Section 1301. The first purpose requires that each state “support[s] high quality and comprehensive educational programs for migratory children to help reduce the educational disruptions and other problems that result from repeated moves” (NCLB, 2002).

States are required under Section 1304(a) to prepare and present to the Secretary of Education an annual comprehensive plan or application in order to receive money from Part C. Section 1304(b) describes how the migrant education plan for the state is created, implemented and evaluated. The law places the responsibility for ensuring that the program meets the unique educational needs of migratory children on the SEA and the LEA. This is to be done through cooperative planning with local, state, and federal educational programs that also serve migrant students including Title I, Part A and Part B in addition to Title III. Further, the law requires a detailing of the actions to be taken by the state to ensure that migratory children meet the academic standards and that the migratory students meet the rigorous testing requirements that are required of all students.

To meet provisions of Section 1304(b) the state is additionally required to articulate the coordination of services to provide for educational continuity for migrant students through the transience that is required for participation in the program. Section 1304(b) also requires a plan to be utilized by the state to provide grants to LEAs based on the number of students taking into consideration students who qualify for a priority for services, needs of the students, and availability of funds from other programs (NCLB, 2002).

Family literacy is addressed in the final provision of Section 1304(b). The concern addressed in the law is that many times parents of migratory children have little formal education and a low literacy level. The state is to provide a plan to encourage programs to address this concern.

Priority for service. Section 1304(b) of Part C, expresses the state's responsibility to the ensuring the educational program that will be delivered to migratory students. However, there are other sections of the law that impede the delivery of the requirements of this section to all qualified migrant students (NCLB, 2002).

The Improving America's Schools Act of 1994 was the first legislation stating that a priority for migrant services be extended to those students who were most academically needy. In 2001, with the passage of NCLB, the eligibility did not change, but the definition of qualification did become expressly defined. In addition, the reauthorization did not treat all migrant students equally. Section 1304(d) states:

In providing services with funds received under this part, each recipient of such funds shall give priority to migrant children who are failing, or most at risk of failing, to meet the State's challenging State academic content standards and challenging State student academic achievement standards, and whose education has been interrupted during the regular school year (NCLB, 2002, P.L. 107-110 § 1304(d)).

Florida also addresses the education of migrant children in regards to academic failure or risk of academic failure by focusing on the Florida Comprehensive Achievement Test (FCAT), English language learner status, retention; over-age for grade

level, and, at the high school level, insufficient credits for graduation (Florida Migrant Education Program, 2007).

The priority for service creates a disadvantage for migrant students who suffer the negative effects on their education even if their parents either settle along their migratory streams or make arrangements for the students to travel with the family only during the summer months in order to maintain educational continuity for their child (Salinas & Franquiz, 2004). For instance, NCLB, Part C, §1309 defines the specific requirements for migrant students and that migrant students are qualified for the program for 36 months after a qualified move. In many cases, these moves take place during non-school time because educators have worked with parents to decrease the impact of seasonal work on education. However, the priority for service rules requiring a disruption in schooling do not reward the efforts of the parents of migrant students to maintain educational continuity for their children by limiting priority for services to a disruption of schooling (Salinas & Franquiz).

Comprehensive needs assessment. Section 1306(a) of Title 1 Part C, directs the SEAs and LEAs to identify the unique needs of migratory students and address such needs in a comprehensive state plan. Whereas, Section 1306(b) refers to “identified needs of migratory children” (NCLB, 2002, § 1306(b)(2)). The OME in 2005 issued a memorandum based on the pilot study in the CNA process that was conducted in Arizona, Michigan, Pennsylvania, and Texas.

The study produced five primary concerns for states to consider when completing the CNA process. The first indicated the necessity for each state to create a common understanding of all involved in the process of the migrant population in the state. In

addition, it stressed the importance of a broad representation of stakeholders to be involved in the process. The concluding concerns were pertinent to creating the subsequent documents necessary for the compliance with the legislation.

The pilot study identified a set of issues to be considered in collection of student level data to determine the academic progress of the students. The study concluded that due to educational concerns and indicators associated with the migratory lifestyle, migrant students are at high risk of school failure and pointed to “Seven Areas of Concern”. These seven areas are understood as the un-named concerns alluded to in section 1306 of NCLB. The seven were: (a) educational continuity, (b) instructional time, (c) school engagement, (d) English language development, (e) educational support in the home, (f) health, and (g) access to services (USOME, 2005).

The State of Florida incorporated these tenets as the underpinning for the CNA and SDP. The rationale for the each of the seven is provided by the OME in the 2005 memorandum. In addition, Florida established a rationale for each goal in the SDP. The specific rationale for each area of concern is detailed in Table 2.

The service delivery plan. Section 1306(b) then states activities that SEAs and LEAs may utilize in their comprehensive plan. The section provides flexibility in programming at the state and local level in so far as the utilization of funds addresses identified needs of migratory children. States and LEAs are directed to utilize the funds to address needs of migratory students not addressed by other federal, state, and local programs. The SDP describes the allowable programming for the LEAs to implement, which is required to be logged in the LEA grant application throughout the fiscal year and which is then archived with the FLDOE.

School wide use of funds. The final provision under Section 1306(b) references Section 1114(a) of Title I, Part A, which allows for the consolidation of Title I funds to be combined with other federal, state, and local funds for a school wide programs. However, the consolidation is allowed only after the identified needs of the migrant students are met. This provision is a policy reversal from IASA where school wide or general utilization of migrant funds was permissible. Realistically, it is not feasible to completely meet the extensive needs of migrant students and, therefore, it is not possible to use the migrant funds school wide. This limits the program and service options to only those that are self-contained. In other words, the only students who can be in the program or activity are migrant students; this eliminates using funds in the regular classroom to support migrant children. The evolution of federal migrant education policy evolution is in Table 3.

Table 2

“Seven Areas of Concern” for Migrant Children

Area of Concern	SDP	Federal Rationale
	Initial Concerns	
Educational Continuity	Migrant students miss too many days of school due to mobility and economic demands, which puts the students in danger of failure and ultimately dropping out of school.	High mobility rates often mean that migrant students are forced to make non-promotional school changes during the regular school year. Such moves result in a lack of educational continuity for migrant students. Students who change high schools even once are less than half as likely as stable students to graduate from high school.
Instructional Time	Migrant students miss too many days of school due to mobility and economic	Research has documented that increases in instructional time will consistently produce

Area of Concern	SDP	Federal Rationale
	<p data-bbox="730 363 953 396">Initial Concerns</p> <p data-bbox="730 444 1297 623">demands, which puts the students in danger of failure and ultimately dropping out of school.</p>	<p data-bbox="1297 444 1925 915">increases in student achievement when staff use this time effectively. To the extent that migrant children are missing days of school (and/or extended time opportunities) due to their family’s mobility and/or delays in school enrollment procedures, the less migrant students will achieve academically.</p>
School Engagement	<p data-bbox="730 954 1297 1211">Migrant students do not participate in extracurricular activities. Migrant students are not connected to a staff members who provides educational and personal support</p>	<p data-bbox="1297 954 1925 1211">Mobile migrant students also experience difficulties adjusting to new school settings, making new friends, and fitting in socially in a new school situation. Fredricks,</p>

Area of Concern	SDP	Federal Rationale
	Initial Concerns	
	and guidance. Migrant students enter kindergarten with fewer cognitive skills and concepts than non-migrant students.	<p>Blumenfeld and Paris (2004) defined three types of school engagement: behavioral, emotional, and cognitive.</p> <p>Behavioral engagement draws on the idea of participation including involvement in: academic, social, or activities</p> <p>Emotional engagement draws on the idea of appeal. It includes positive and negative reactions to teachers, classmates, academics, school, and is presumed to create ties to the</p>

Area of Concern	SDP	Federal Rationale
	Initial Concerns	<p>institution and influence willingness to do school work.</p> <p>Cognitive engagement draws on the idea of investment; it includes being thoughtful, willing to exert the necessary effort for comprehension of complex ideas and mastery of difficulty skills.</p>
English Language Development	Migrant students' reading development is impeded by their lack of proficiency in English and lack continuity of instruction.	<p>The complexity of language, especially when a child has to use it for learning complex academic subjects, has long been recognized by researchers concerned with the education of language minority students.</p>

Area of Concern	SDP	Federal Rationale
	Initial Concerns	<p>Of particular importance is the ability to use language in school subject matter learning.</p> <p>For many migrant children, gaining “academic” English language proficiency is necessary for school success.</p>
Education Support in the Home	<p>Migrant parents feel unwelcome in schools due to cultural, social, and linguistic barriers; migrant parents do not have adequate literacy in their native language; and migrant families do not promote reading at home.</p>	<p>Status variables such as socio-economic status, family income, parents’ level of education describe who parents are and the resources they have available to support academic achievement. Dynamic variables such as reading to a child, taking children to the library, helping with homework describe</p>

Area of Concern	SDP	Federal Rationale
	Initial Concerns	

what parents do in the home to support academic achievement. In contrast to the status variables, dynamic variables may be more amendable to manipulation through improving home processes or offering supplement school services. While low socio-economic status, limited English proficiency, and limited educational attainment often limit migrant parents' ability to help their children prepare and participate in school, efforts must be made to increase, improve, and, where necessary,

Area of Concern	SDP	Federal Rationale
	Initial Concerns	
		supplement effective education support in the home.
Health	Unique characteristics of migrant farm workers' lifestyles place their children at risk of developing medical and dental problems that interfere with learning; and migrant students are not receiving immunizations in a timely manner.	Migrant children are at greater risk than other children of developing health problems due to (1) occupation-related issues like pesticide poisoning, farm injuries, and heart-related illnesses, and (2) poverty-related issues like malnutrition, parasitic infestations, respiratory diseases, and acute dental problems.
Access to Services	Migrant children do not consistent access to programs for children from birth to age five	The delivery and receipt of all educational and educationally-related services to which

Area of Concern	SDP	Federal Rationale
	Initial Concerns	
	due to their entering school late after programs already have a waiting list.	migrant children are entitled will be required to successfully address the needs of migrant children. Newcomer status and limited English proficiency is likely to decrease migrant families' awareness of other Federal, State, and local services in the community they may need and be entitled. Newcomer status, limited English proficiency, and acculturation issues may work to inhibit the assertiveness often needed to request or demand services.

(Florida Migrant Education Program Services Delivery Plan, 2008; Hartman, 2002; US Office of Migrant Education, 2005)

Table 3

Timeline of Federal Legislation Effecting Migrant Education

<u>Time Period</u>	<u>Legislative Actions and Components</u>
1964	Economic Opportunities Act
1965	Elementary and Secondary Education Act (ESEA)
1966	Amendment to ESEA provides provisions for the education of migrant children and youth
1969	Migrant Student Records Transfer System (MSRTS) operational
1972	Reauthorization of ESEA with inclusion of Pre-Kindergarten
1974	Expansion of migratory work to include fisheries
1978	Reauthorization of ESEA and establishment of migrant parent advisory councils
1981	Education Consolidation and Improvement Act (Reauthorization of ESEA) Requires state migrant programs to consult with parent advisory councils in planning migrant education programming
1988	Hawkins Stafford Act of 1988 (Reauthorization of ESEA) Creates national commission on migrant education, Increases eligibility of ages of migrant children to 3 to 21, and Permits expansion of migratory work to include dairy work
1994	Improving America's Schools Act (Reauthorization of ESEA)

Table 3 (continued)

Timeline of Federal Legislation Effecting Migrant Education

Time Period	Legislative Actions and Components
	<p>Eliminated MSRTS, Limits eligibility of access to migrant programming to 3 years between qualifying moves,</p> <p>Expands eligibility to minors under the age of 21 who do not travel with their parents,</p> <p>Permitted use of migrant funds for school wide projects or programs, and</p> <p>Provided incentives to create consortium to better serve migrant students.</p>
2002	<p>No Child Left Behind (Reauthorization of ESEA)</p> <p>Requires priority for service,</p> <p>Substantially limits school wide projects and programs,</p> <p>Provides focus on state accountability assessment, and</p> <p>Mandates a comprehensive needs assessment from each State.</p>

Conceptual Framework

The study parsed the grant applications of the LEAs as well as the LEA grant budget narrative to determine the extent to which the funding is expended to serve migratory students under the provisions of Title 1, Part C, Section 1304 with the restrictions of Title 1, Part C, Section 1306, in favor to the utilization Part C, funding for non-academic purposes.

The Florida Comprehensive Needs Assessment

In 2003, the State of Florida, as required by Section 1306(a), initiated a CNA of migrant students who participate in Florida migrant education programs. The CNA was then utilized to create the SDP as required under Section 1306(a). To satisfy the specific language of the section, the SDP ensures the state migrant education program will address the following: (a) identifying migratory children and addressing their unique educational needs; (b) providing migratory children with opportunities to meet the same challenging state academic content and achievement standards that all children are expected to meet; (c) specifying measurable program goals and outcomes; (d) making a full range of services available for migratory children from appropriate local, state, and federal programs; (e) joint planning among local, state, and federal programs; and (f) providing for the integration of services with those of other programs (SDP, 2006).

The CNA was created through an extensive process conducted from 2003-2005 in conjunction with the Eastern Stream Center on Resources and Training (ESCORT). The CNA conveyed six primary findings (CNA, 2005):

1. Migrant Students have significant gaps when compared to their non-migrant peers in reading, math, graduation, and school-readiness.

2. An increased number of highly qualified education professionals need to be employed in or contribute to migrant areas such as: planning, programming, and training of migrant staff.
3. Migrant Parents do not participate in school activities as frequently as parents in general.
4. Migrant preschool children are not as prepared for kindergarten as their non-migrant peers.
5. Migrant student data, both demographic and achievement, is difficult to collect and in many databases cannot be disaggregated.
6. Migrant educators need to learn specific ways in which gathering and analyzing data can strengthen decision-making and ongoing evaluation of their programs (Hanley & Ackley, 2005).

As a result of the CNA process, the state then moved forward to create the SDP.

The results of the CNA process, and ultimately, the findings in the final report constituted the underpinning for the SDP.

The Florida Migrant Service Delivery Plan

The SDP provides program outcomes, progress indicators and suggested strategies in the primary areas in the first finding of the CNA that being reading, mathematics, graduation rates, and school-readiness. The components of the SDP incorporate specific suggested strategies for each of the goal areas of the CNA, however LEAs are provided the autonomy to create programming specific to their local needs. Although the state MEP maintains an oversight or guidance role in determining if LEA programming at each goal area is an acceptable evidenced based solution as

recommended by the original SDP and CNA committees.

In addition to the four primary goal areas, the SDP additionally includes performance indicators for parent involvement, identification and recruitment of migrant students, and priority for service (PFS) students. These three goal areas, which were not included in the CNA, were provided their own set of performance indicators; however, only parent involvement can be directly aligned to one of the “Seven Areas of Concern” as well as the federal legislation and Priority for Service which is aligned to the federal legislation (Table 4; Table 5; Table 6; Table 7; and Table 8).

The final requirement of the SDP is an evaluation of migrant education students in the four goal areas of the CNA. The performance indicators that are to be utilized are provided for each goal area. The Local Application Language, Measurable Program Outcome, Progress Indicators, and Suggested Strategies for each goal are depicted in Tables 4 through 8.

Annually, each LEA in Florida is required to interpret the SDP and provide specific programming language that is subject to the evidence-based scrutiny of the state MEP. In addition, the grant application will detail funding

Table 4

SDP Recommended Goal Area: Reading

Local Application Language	Measurable Outcome	Progress Indicators
<p>Migrant Education will implement literacy programming or facilitate achievement access to existing literacy programming that addresses the special and unique needs of migrant students. It is recommended that the focus be on vocabulary and fluency development. Particular emphasis should be given to hiring or consulting with a reading advocate.</p>	<p>The percentage of migrant students who meet the annual proficiency target in reading (65%) will increase and the achievement gap between migrant and non-migrant students will decrease.</p>	<p>1. Documentation on district activities intended to influence migrant in reading: description; purpose; target population; frequency; total duration; and total number of students participating.</p> <p>2. Reading assessment data to monitor student progress; name of assessment; of score used; number of students completing assessment; and number and percentage of students performing at proficient or above.</p>

Local Application Language	Measurable Outcome	Progress Indicators
		3. Documentation of MEP staff development and training; frequency; duration; and expected outcomes, and participant numbers

Suggested Strategies:

- Provide training to MEP staff on instructional strategies and assessments for reading
- Train reading coaches/advocates to support MEP staff development
- Provide information and materials to instructional staff on scientifically – based reading strategies
- Offer family literacy opportunities to parents, including home-based tutoring and basic English for adults
- Provide high quality curriculum that is aligned with tools for assessment and progress monitoring
- Provide strategic, content-based tutoring in reading to students identified as Priority for Services
- Observe migrant instructional advocates and other instructors to identify effective practices and areas needing further development
- Utilize technology and other tools for literacy
- Emphasize language-based content instruction

- Explore the use of coaching models
- Provide sustained and intensive professional development
- Hire or consult with reading advocate

(SDP, 2006, p. 12)

Table 5

SDP Recommended Goal Area: Mathematics

Local Application Language	Measurable Outcome	Progress Indicators
<p>Migrant education will implement mathematics programming that addresses the special and unique needs of migrant students, with a recommended focus on rigor and cultural relevance, and the use of manipulatives in instruction. Particular emphasis should be given to hiring or consulting with a math coach. Extra points will be given to programming that includes collaboration with local universities,</p>	<p>The percentage of migrant students who meet the annual proficiency target in mathematics (68%) will increase and the achievement gap between migrant and non-migrant students will decrease.</p>	<p>1. Documentation on district activities intended to influence migrant student achievement in mathematics: description; purpose; target population; frequency; total duration; and total number of students participating.</p> <p>2. Mathematics assessment data to monitor student progress; name of assessment; type of analysis conducted; type of score used; number of students</p>

Local Application Language	Measurable Outcome	Progress Indicators
junior colleges, and/or industries.		completing assessment; and number and percentage of students performing at proficient or above. 3. Documentation on MEP staff development and training; frequency, duration, purpose and expected outcomes, and participant numbers.

Suggested Strategies:

- Provide training to MEP staff on instructional strategies and assessments for mathematics
- Train math coaches/advocates to support MEP staff skills development
- Hire or consult with a math advocate
- Provide information and materials to instructional staff on scientifically-based mathematics strategies
- Offer mathematics literacy opportunities to parents
- Provide high quality curriculum that is aligned with tools for assessment and progress monitoring
- Provide strategic, content-based tutoring in math to students identified as Priority for Services
- Observe migrant instructional advocates and other instructors to identify effective practices and areas needing further development
- Use concrete approaches to build mental models of mathematical concepts
- Instruct parents on using mathematics resources in the home
- Utilize technology and other tools to promote mathematical skills development

Table 6

SDP Recommended Goal Area: Graduation

Local Application Language	Measurable Outcome	Progress Indicators
<p>The project will develop or enhance efforts to raise graduation rates by addressing the unique needs of migrant secondary students due to their mobility and migrant lifestyle. Particular emphasis should be given to the hiring of a secondary advocate who addresses factors related to educational discontinuity, credit accrual, and school engagement.</p>	<p>The percentage of migrant students who graduate from high school with a regular diplomas or GED will increase and the gap in graduation rates between migrant and non-migrant students will decrease.</p>	<ol style="list-style-type: none"> 1. Data on retention rates, especially for 7th, 8th, and 9th grade students who are failing courses and recommended for retention or mandatory summer school. 2. Documentation on FCAT pass rates for 10th grade migrant students participating in MEP-funded FCAT preparation for at least nine months. 3. Participation rates in PASS and min-PASS.

55

Suggested Strategies:

- Hire qualified secondary-level advocates to assist migrant students to access services and programs.
- Provide training to MEP staff on resources and strategies for secondary-aged migrant students
- Provide information and materials to migrant and general education staff on advocacy, credit accrual, FCAT preparation, and graduation enhancement for migrant secondary students.
- Offer information on graduation enhancement to parents.
- Provide PASS and Mini-PASS curricula to migrant students who are behind and need to accrue additional credits toward graduation
- Provide strategic, content-based tutoring to secondary students
- Provide transition support for migrant students moving from elementary to middle school and from middle school to 9th grade
- Provide FCAT preparation tutoring
- Create mentoring opportunities for migrant students and parents
- Utilize strategies and programs in place for dropout prevention and/or recovery

Table 7

SDP Recommended Goal Area: School Readiness

Local Application Language	Measurable Outcome	Progress Indicators
<p>Describe the instructional/supportive services provided to migratory Pre-K children to ensure their readiness for school in the area of emergent literacy skills. Include program type and/or name, sites, indicating the number of children being served at each site by age span (age 3 and age 4) and the amount of Title I, Part C, funds expended.</p>	<p>The percentage of migrant preschool children who demonstrate school readiness as measured by the state’s assessment will increase.</p>	<p>1. Percentage of migrant Pre-K students demonstrating growth on developmentally appropriate skills assessments.</p> <p>2. Documentation on professional development for preschool staff, preferably regular, ongoing, and focused on readiness in the area of emergent literacy skills.</p>

Suggested Strategies:

- Hire highly qualified parent educators to provide school readiness services
- Offer a content-based instructional sequence that features instruction, application to two or three children for 3 – 5 months, support visits from the advocates
- Sponsor a collaborative portfolio exchange among districts and a means to share assessment tool information
- Provide training to MEP staff on instructional strategies and assessments for young children, family involvement, research-based and other promising developmentally-appropriate practices
- Offer family outreach, literacy and parent involvement opportunities to parents
- Provide high quality early childhood education curriculum that is aligned with tools for assessment and progress monitoring
- Coordinate with Head Start and other community-based agencies to allow access to education and support services for migrant children and families
- Explore funding and resource collaboration to support full service and preschool classes and other options for migrant children.

Table 8

SDP Recommended Goal Area: Parent Involvement Strategies

Objective	SEA Strategies	Local Strategies
Parenting: Assist families in setting home conditions that support children as students at each age and grade level.	<ol style="list-style-type: none"> Disseminate information on best practices in family outreach. Share information on adult education and English as a Second Language classes available statewide. 	<ol style="list-style-type: none"> Support home visits by advocates to Provide information on parent involvement, nutrition, health, and other services. Share information about developmental stages.
Communicating: Develop two-way communication between families and schools.	<ol style="list-style-type: none"> Compile resources and best practices related to creating migrant-family Schools. 	<ol style="list-style-type: none"> Provide professional development for school staff on understanding the migratory lifestyle, cultural heritage, and home environment. Assist schools in delivering important home information in appropriate languages.

Objective	SEA Strategies	Local Strategies
<p>60</p> <p>Volunteering: Improve recruitment and training to involve families as volunteers in programs to support students.</p>	<p>Provide training and technical assistance to local MEPs on establishing and/or strengthening parent volunteer programs for academic support to migrant students.</p>	<p>3. Provide information and materials to migrant families of secondary students related to graduation requirements and post- secondary opportunities.</p> <p>1. Disseminate information on volunteering in schools and MEP activities.</p> <p>2. Establish rewards to recognize the contributions of individuals and community organizations.</p>
<p>Learning at Home: Involve migrant families in their children’s learning at home.</p>	<p>Support local MEPs in researching, developing, and implementing home learning activities that support migrant student academic success.</p>	<p>1. Offer family literacy opportunities, focused on mathematics and reading.</p> <p>2. Instruct families on the use of hands-on activities for content area learning.</p>

Objective	SEA Strategies	Local Strategies
Decision-making: Include migrant Families as participants in MEP decisions and advocacy.	<ol style="list-style-type: none"> 1. Coordinate statewide Migrant Parent Advisory Council Meetings. 2. Conduct parent outreach in a format and language understandable to parents. 3. Consult with migrant parents on Service delivery plans. 4. Include migrant parents on ad hoc committees. 	<p>3. Provide information to families of preschoolers on building school readiness skills.</p> <ol style="list-style-type: none"> 1. Coordinate local Migrant Parent Advisory Council Meetings. 2. Conduct parent outreach in a format and language understandable to parents,
Collaborating with Community: Utilize community resources to strengthen MEPs, schools, families, and student learning	Provide training and technical assistance on establishing effect collaboration between schools, MEPs, commonly organizations, and businesses.	Coordinate with Head Start and other commonly-based agencies to allow access to education and support services for migrant children and families.

(SDP, 2006, pp. 17-18)

expenditures in a line-item narrative format.

Florida LEA Grant Application

Of the 67 public school districts in Florida, 55 LEAs submitted migrant education grant applications to the FLDOE for all 3 years considered in this study. The grant application contains two primary sections: a narrative section (grant narrative) that requires each LEA to respond to 13 sections of the grant narrative, and a fiscal section (budget narrative), which requires each LEA to provide a detailed accounting of all funding by using appropriate function and object codes, as well as a detailed narrative for each expenditure.

The 13 areas of the narrative section are derived from federal and state requirements and are reported on each fiscal year. The areas in the Florida LEA Migrant Grant Application are:

1. Collaborative Partnerships – description collaborative partners at the federal, state, or local levels with the LEA migrant program including the purpose of the partner and the targeted group of students in the program.
2. Migrant Education Program Needs Assessment Process – This section is a brief statement describing the specific system utilized in the LEA to ascertain the specific unique needs of the migratory children in the population served by the LEA.
3. Needs Assessment – In this section each specific need with an articulated target and focus group that needs to be addressed as a result of the LEA needs assessment. The area of need requires a link to one of the four goal areas of the CNA and must include specific performance indicators or measurable outcome to be utilized to measure performance.

4. Activities – Each major activity to be used during the fiscal year is to be detailed in this section. Each activity is to be aligned with the Sunshine State Standards and the Florida Comprehensive Assessment Test. The activities are to be designed to address the needs of migratory students as identified in the CNA or the LEA needs assessment. In addition, activities are to indicate any coordination or funding under another section of the NCLB.
5. Consultation with Private Schools – The LEA is required to work with private schools that operate within the area of the LEA. A detailed plan of how consultation with private schools occurs and how services are provided to eligible students, teachers, and parents within the area.
6. Priority for Services Action Plan – As required by the federal legislation, students who are eligible for Priority for Services must receive services in advance of other migrant children. The plan of action to insure the requirement is detailed in this section and will include an evaluation mechanism to ascertain academic impact.
7. Efforts to Raise Graduation Rates – This section requires a description of how the LEA will develop or enhance endeavors to increase the graduation rate of secondary migrant students. The application provides an emphasis on utilizing a teacher or an advocate to address concerns with credit accrual, mentoring, FCAT preparation, content based tutoring, drop-out prevention, and credit recovery.
8. Early Childhood – A listing of each instructional service provided to Migratory Pre-K children. The grant requires the name of the provider, the number of migrant students served, and Title 1, Part C, funds utilized in each program.

9. Reading Strategies – The specific strategies to close the reading achievement gap between migrant and non-migrant students that are beyond those funded by the regular curriculum are the focus of this section. The activities described in this section may not, in any manner, supplant the existing reading strategies available to all students in the LEA. The grant provides an emphasis on hiring a reading consultant with expertise in the area of reading.
10. Mathematics Strategies – The specific strategies to increase math achievement with the utilization of manipulatives in the instructional process. The activities described in this section may not, in any manner, supplant the existing math strategies available to all students in the LEA. The grant provides an emphasis on hiring a math coach with expertise in the area of mathematics.
11. Special Areas of Concern – This section requires the LEA to address the manner in which the “Seven Areas of Concern” will be addressed.
12. Effective Parental Involvement – Parental Involvement is addressed in the federal legislation through Parent Action Committees as well as in the program purpose of Title 1, Part C. This section details the activities to be implemented as a vehicle for creating effective parent involvement in the educational process. The grant specifically requires each LEA to ensure that each migrant parent understand NCLB Public School Choice with Transportation and Supplemental Educational Services.
13. Annual Evaluation Process – This concluding section requires a detailed account of the LEA program evaluation system. The LEA is required to submit a report of the evaluation to the Florida MEP with ninety days of the end of the fiscal year.

The subsequent section of the grant application opens with the Florida Migrant Allocation Formula. Section 1304(b)(5) of Title 1, Part C, requires that the SEA will determine the grants to be awarded to each LEA in the state. The Florida Migrant Education Allocation Formula meets this requirement of the State of Florida. This formula has four sections: (a) Total Number of Students, (b) Students with high needs, (c) number of priority of service students, and (d) availability of other funds. Table 9 depicts the details of the allocation formula.

The actual budget is set up in four section aligned by column. The first two columns are Function and Object. These columns refer to specific codes required in the Florida and Program Cost Accounting and Reporting for School Manual. The third column requires the specific utilization of funds to be articulated for each function and object code listed in the narrative. This information is to include the title for all personnel compensated and any materials purchased through the budget. Column four requires the indication of any Full Time Equivalent (FTE) in hours per week for personnel. Column five is the total amount to be spent under each line item of the budget.

A visual depiction of the conceptual framework in included Figure 2.

Chapter Summary

The education of the children of migratory agricultural workers was incorporated into federal law in 1966. However, it had been a growing societal concern since the day after Thanksgiving, in 1960, when Edward R. Murrow's *Harvest of Shame* was televised on CBS. The State of Florida recognized a need to address this concern even prior to the national spotlight due to the number of seasonal agricultural workers who journeyed to Florida during the winter months for work. Migrant student education legislation has

Table 9.

Florida's Sub-Granting Formula

Formula Factors	Data Sources	Weight
Number of Students – Total of:	Student Demographics	80%
1. Served during regular school year		
2. Served during the summer		
3. Migrant eligible, not served		
Student Needs – Total of:	1. FCAT Data	8%
1. Level 1 or 2 FCAT Reading or Math	2. Demographic Data	
2. Retained during school year	3. Student end of year status	
3. Non-“attende’e’s”		
4. Limited English Proficient		
5. GPA of 2.0 or lower		

Formula Factors	Data Sources	Weight
Priority of Services	Student Demographic	11%
Availability of other funds	Prior year's per pupil expenditure	1%
1. State average PPE compared to district PPE	(PPE)	

(Florida Title I, Part C, Education of Migratory Children 2009-2010 Project Application, 2009)

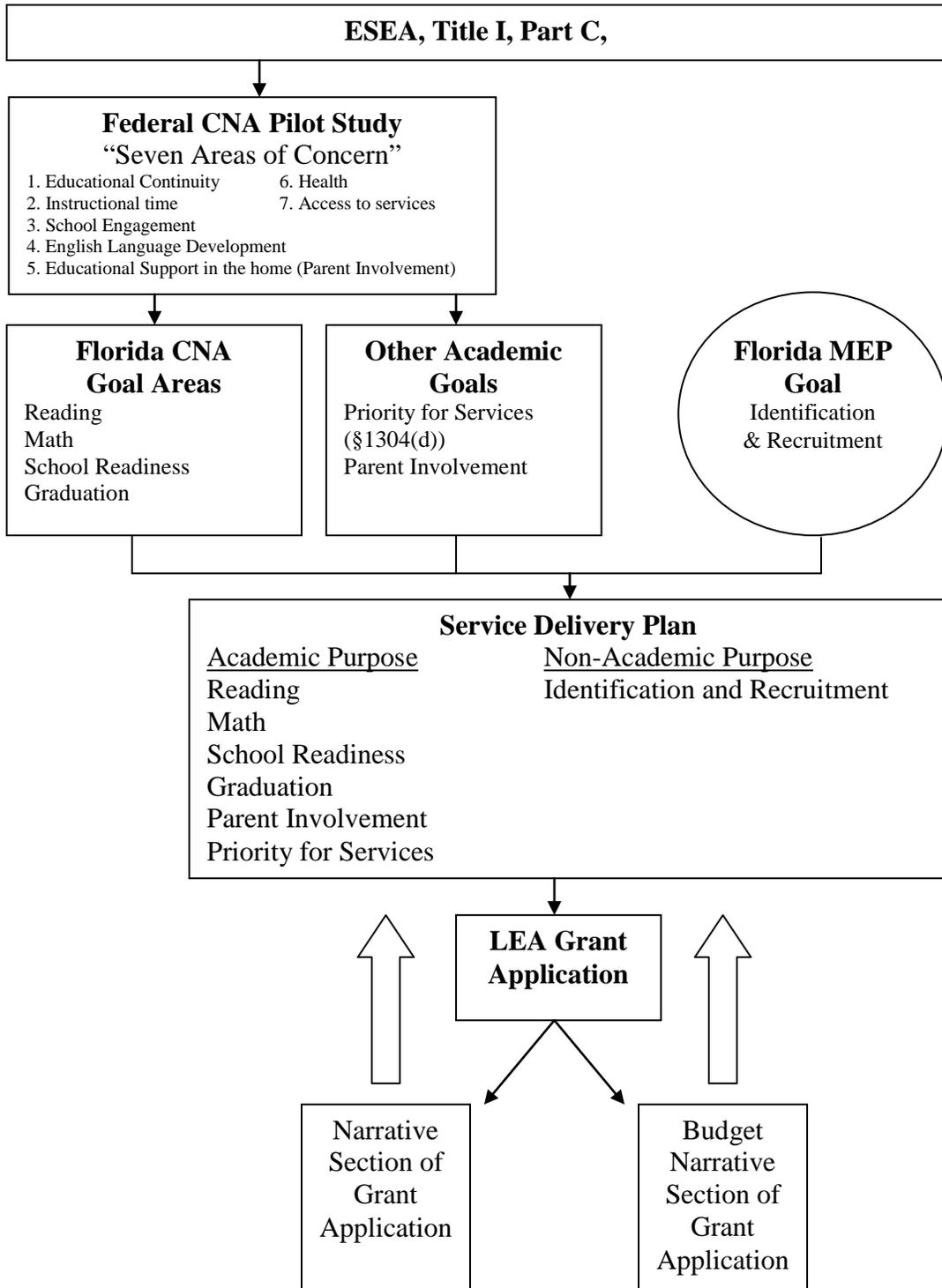


Figure 2. Conceptual framework.

been systemically transformed throughout the 43-year history of the program with the most significant changes occurring since 1988. The current legislation of NCLB made the most sweeping changes to oversight and program development that the program had experienced since its inception.

The State of Florida serves the third largest migrant population in the country and has promulgated, in conjunction with the federal legislation, a complex series of requirements through the CNA and SDP to provide close oversight to LEAs through the annual grant application process. This study investigated data culled from these grants to determine to what degree funds were being utilized for academic and non-academic purposes and to determine if these expenditures had a relationship to certain LEA characteristics.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

The federal Elementary and Secondary Education Act of 1965 (ESEA), later reauthorized in 2002 as No Child Left Behind (NCLB), contains a section that provides funding to states and local education agencies to provide programs and services to meet the unique educational needs of migratory students (NCLB, 2002). However, the state policy governing the utilization of the federal migrant funds is suspect in that funds are channeled away from the education of students to non-academic purposes.

The purpose of this study was to examine the funding expenditures provided through Title 1, Part C, of NCLB, to Florida, which has the third largest migrant population in the country. In addition, the study examined the range of educational programs and services described in the grant applications that were intended to meet the unique educational needs of migrant students.

This research is important to educational leaders whose schools are located in the agricultural areas of Florida and who are providing educational services to these unique students. The study provides insight into the educational programs implemented throughout the state to support migrant students, as well as provides vital information to policy makers, both in Florida and the federal government, in regards to the expenditure of migrant funding in Florida.

This study was designed as a descriptive analysis that scrutinized state migrant education policy and tracked Title I, Part C, expenditures by individual school districts.

Document analysis of LEA grant application narratives and statistical methodologies for comparing classifications of expenditures to the category of LEA were the primary means of answers the research questions.

This chapter details how the study was designed to examine the grant applications and analyze the expenditure of Title 1, Part C, migrant funding in order to answer the research questions. This includes a review the research questions and the conceptual framework, and then a description of the study design in terms of data collection and analysis.

Research Questions

The study was designed to examine the utilization of funding provided to states and LEAs through Title 1, Part C, of NCLB, as well as report on the variety of programs and services LEAs deliver to meet the unique educational needs of migratory students. In addition, the study was intended to determine if there was a relationship between classifications of expenditures and selected LEA characteristics that may influence how the LEAs decided to expend the federal funds.

The following five research questions guided the study and focused on the spending at the LEA level in order to inform policy and practice throughout the state. The five research questions were:

1. How are funds from Title 1, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?
 - a. What proportion of Title 1, Part C, funds is utilized for educational programs, expenses, and services?
 - b. What proportion of Title 1, Part C, funds is utilized for non-educational

programs, expenses and purposes?

2. What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?
3. Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?
4. Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?
5. Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

Conceptual Framework

The conceptual framework that guided the analysis for this study was grounded in the federal and state regulations and requirements that govern the LEA applications for and expenditures of Title 1, Part C, funds (NCLB, 2002). LEAs are required to describe the academic activities to be implemented to meet the unique educational needs of migratory students. The application process includes completing a detailed budget narrative that describes how the funds are going to be spent. These requisites are specified in the seven goal areas of the SDP (2006). In addition, the OME in 2005 issued a memorandum based on the federal pilot study in the CNA that brought forth four goal areas to support the education of migrant students (USOME, 2005). The State of Florida incorporated these tenets as the underpinning for the CNA and SDP.

The SDP provides targeted program outcomes, progress indicators, and suggested strategies in the primary areas of reading, mathematics, graduation rates, and school readiness. In addition to the four primary goal areas, the SDP additionally includes performance indicators for parent involvement, identification and recruitment of migrant students, and priority for service (PFS) students. The seven goal areas of the SDP serve as the underpinning for all migrant education activities and how migrant education funding is spent in the state.

Annually, any district in the state may file a grant application with the Florida Migrant Education Office, yet districts are not compelled to do so by law. However, 55 school districts constitute the LEAs that submitted migrant education grant applications to the State of Florida for the 3 years of SDP implementation (2006) and for which there is access to those applications. The grant application contains two sections, the first of which details in 13 sections the programs that will be implemented in the LEAs to meet the unique educational needs of migrant students. The second constitutes a line item budget format, with supportive narrative, that specifies how the migrant education funding allocated to individual LEAs will be expended.

As a school administrator, the researcher has concerns that a large portion of migrant education funds are being expended on non-academic activities that do not assist migrant students in achieving in schools. It seemed imperative to investigate how Title I, Part C, funding for migrant education is utilized to meet these students' unique educational needs and to describe the kinds of programs and services LEAs assert they will implement in the grant narratives. Finally, it was important to explore the

relationship between the utilization of Title 1, Part C, funding by the LEAs in a 3-year aggregate period AY2007-09 and three selected LEA characteristics: (a) total student membership of the LEA, (b) the total migrant entitlement, and (c) the proportion of migrant students within an LEA (ME/SM value). These three categories served as predictor variables to provide insight into LEA spending practices.

Research Design

This study was designed as a descriptive analysis exploring migrant education policy and Title I, Part C, funding utilization through document analysis and statistical methodologies. The data source for the study was the Migrant Grant Applications that are submitted annually to the Florida Department of Education (FLDOE) and that were retrieved from the FLDOE website (Florida Title I, Part C, Education of Migratory Children 2009-2010 Project Application, 2009).

Document analysis was employed by the researcher for two purposes: (a) to predetermine the funding categories that would be used later in the statistical analyses and (b) to cull the applications to ascertain the academic programs and services Florida LEAs were intending to implement to support migrant students. The document analysis portion of the study examined both the grant and budget narrative sections of each LEA's grant application for AY2007, AY2008, and AY2009. For each of the 3 years, the LEA grant applications were parsed and the results were classified according to the predetermined categories.

The grant narrative portions of the applications of each LEA were analyzed to identify the specific programs and services implemented by the LEAs to meet the unique educational needs of migrant students. The program and services data were then

classified using the SDP academic categories of priority for service, reading, mathematics, graduation, school readiness, and parent involvement, which are a part of the conceptual framework.

Statistical methodologies were applied to determine the relationship between the utilization of Title 1, Part C, funding and three selected LEA characteristics: (a) Total LEA Student Membership, (b) Total LEA Migrant Entitlement, and (c) ME/SM value. The LEAs were then grouped within each category, based upon predetermined criteria. These groupings were necessary in order to provide a framework to better evaluate the phenomenon of relationship of LEA and expenditure classification.

Population

The population for the study included the 55 LEAs that filed grant applications with the Florida Migrant Education Office annually during the 3 years covered by the study, AY2007-09. Private schools, university laboratory schools, and specialized schools were not included in this study. However, charter schools that receive migrant education funding through their chartered district were considered a part of the LEA for the purposes of the grant application. The state contains two educational consortiums, the Alachua Migrant Education Consortium and Panhandle Area Education Consortium. The LEA members of these consortiums filed separate grant applications annually and were considered as unique LEAs in the study.

Unit of Analysis

The unit of analysis for this study was the LEA, otherwise referred to as the school district. The grant application, as well as migrant children educational program

and service decisions, are made at the district level. It is the LEA that is responsible to the Florida Department of Education (FLDOE) through the Florida Office of Migrant Education (FOME).

Data Collection

The Federal Migrant Education Legislation requires all state educational agencies (SEA) to devise a process of allocating migrant funding to LEAs. In the State of Florida, the process is the Florida Migrant Grant Application. In order for Florida LEAs to receive funds, they must submit a grant application annually stipulating their intended usage of those funds.

Given that the grant applications of the LEAs are public records, they were accessible via the FLDOE website. The complete grant applications for each of the 55 LEAs and for each of the 3 years in the study, AY2007-09, were downloaded to disc and printed as hardcopies for easy access and manipulation.

Once all of the grant applications were printed, a system of organization for the documents was developed to insure accuracy of data placement and of efficiency of document analysis. The narrative section of each application was separated from the budgetary section and organized chronologically by LEA in two separate filing systems, which resulted in the placement of all narrative sections in one system and all budget narratives together for analysis in another. Additionally, spreadsheet templates were created based upon the Conceptual Framework as a starting point for data collection during the document analysis of the grant application narrative and budget narratives.

The grant application narrative section was deconstructed according to the six academic goal areas of the SDP. Each program, service, and instructional strategy

discussed in the narratives was aligned with reading, math, graduation, school readiness, priority for service, or parent involvement. Items that fell into more than one category were listed in each category in which the program or service supported.

The budget narrative section was analyzed and each line item expenditure of the budget narrative section was classified under one of the following general headings: (a) academic personnel, (b) academic programs, expenses, and services, (c) non-academic personnel, and (d) non-academic programs, expenses, and services, per the document analysis protocol and procedure. Additional academic classifications of school readiness and parent involvement, as well as the non-academic classification of health, were identified by specific budget coding as they were also reported in the budget narrative. Two of the classifications, (a) academic personnel and (b) academic programs, expenses, and services, were then combined into a single total academic expenditure classification. The same procedure was followed for non-academic funds. Total non-academic expenditures were comprised of non-academic personnel and non-academic programs, expenses, and services. Lastly, academic personnel and non-academic personnel were combined into a total personnel classification. Each classification was then summed to determine the total state expenditures of each and then calculated to determine the percent of the total state migrant entitlement.

Data Analysis

The data for this study were analyzed via two separate methodologies, content analysis and statistics. RQ1, its subset questions, and RQ2 required document analysis, using content analysis and inter-rater reliability. The remaining questions, RQ3-5, were addressed via statistical methods.

Content analysis. In preparation for the study, the classifications for expenditures were created. For this purpose, a protocol for understanding the system of coding was prepared by the researcher and shared with a second individual, a professional colleague who is also familiar with the state and federal guidelines for migrant children. Both the researcher and the second individual independently analyzed the grant applications and budget narratives in order to establish classifications of expenditures. They then conferred on their choices and reached consensus when there were differences.

The first step in the document analysis was the review of the Budget Narrative Form in each grant application in order to answer RQ1: *How are funds from Title I, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?* The protocol for the budget analysis initially combined the SDP academic goal areas of the reading, math, graduation and priority for service goal areas of the SDP into a single code. The additional SDP academic goal areas of parent involvement, and school readiness were coded separately. The fourth coded category was the SDP non-academic goal area of identification and recruitment. In the event that additional non-academic items were discovered, a fifth category code was created. The protocol also required the raters to group educational continuity, instructional time, school engagement and English language learning development under one code to represent the instructional components of the federal legislation (NCLB, 2002). The remaining areas of English support in the home (coded as parent involvement), health, and access to services each were coded independently.

Each line item of the budget narrative was entered into spreadsheets identified by LEA, academic year, function code, object code, description, and amount. The raters then

independently coded each line item in the spreadsheet. At the conclusion of the process, any divergences in coding were discussed and consensus reached. Based on the information garnered from the content analysis, the raters identified classifications of expenditures to be utilized when the data were compiled (Table 10).

The budget figures were then entered into a spreadsheet according to function codes, object codes, and co-rater codes. The academic classifications included personnel (who had responsibilities related to academics), supplies, audio-visual/computer software, equipment, purchased service, busing, field trips, travel, total school readiness, and total parent involvement. Non-academic expenditures included personnel (who had responsibilities not related to academics), supplies, audio-visual/software, equipment, purchased service, travel, vehicles, indirect costs, maintenance/repair, and health. State function and object codes determined if a cost, such as personnel, was an academic or non-academic expense. The spreadsheets contained data for the 3 years of the study for each of the 55 LEAs within the population of the study, the total migrant entitlement of each LEA annually and the total student population of the LEA for 3-year aggregate (AY 2007-09). Once all data was entered into the spreadsheet and checked for inter-rater reliability, the expenditures for each line item for the 3 years of the study were aggregated and then converted to a percentage of the Total Migrant Entitlement. This was performed for each LEA.

Table 10

Combined Categories and Classifications

Expenditure Classification	Expenditure Sub-Classifications
Total Academic	Academic Personnel Academic Supplies Academic Audio-Visual/Software Academic Equipment Academic Purchased Service Academic Travel Academic Transportation Academic Field Trips
Total Non-Academic	Non-Academic Personnel Non-Academic Supplies Non-Academic Audio-Visual/Software Non-Academic Equipment Non-Academic Purchased Service Non-Academic Travel Vehicles and Vehicle Expenses Health Repair and Maintenance Indirect Cost
Total Personnel	Academic Personnel Non-Academic Personnel
Academic Programs, Expenses, and Services	Academic Supplies Academic Audio-Visual/Software Academic Equipment Academic Purchased Service Academic Travel Academic Transportation Academic Field Trips
Non-Academic Programs, Expenses, and Services	Non-Academic Supplies Non-Academic Audio-Visual/Software Non-Academic Equipment Non-Academic Purchased Service Non-Academic Travel Vehicles and Vehicle Expenses Health Repair and Maintenance Indirect Costs

The data were then compiled into the overall expenditure classifications. The expenditure classification of *total academic* combined academic personnel, supplies, audio-visual/computer software, equipment, purchased service, busing, field trips, and travel. The expenditure classification of *total non-academic* combined non-academic personnel, supplies, audio-visual/computer software, equipment, purchased service, travel, vehicles, indirect costs, and maintenance/repair. The *total personnel* classification combined academic personnel and non-academic personnel expenditures. The *academic programs, expenses, and services* combined the academic supplies, audio-visual/computer software, equipment, purchased service, busing, field trips, and travel. The *non-academic programs, expenses, and services* expenditure classification combined non-academic supplies, audio-visual/computer software, equipment, purchased service, travel, vehicles, indirect costs, and maintenance/repair. The expenditure classifications of *school readiness* and *parent involvement* were subsets of the academic classifications that were specifically target to those two goals; however, the expenditures in these classifications were also represented in the two primary academic expenditure categories. Likewise, *health* expenditures were represented in the non-academic expenditure classifications.

Content analysis was also used to answer RQ2: *What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?* The individual programs, services, and practices identified in the 13 sections of the narrative grant application were coded into organizational categories based on the SDP (Maxwell, 2005): reading, math, graduation, school readiness, priority for service, and parent involvement. Programs or practices described in the application were coded

by each rater into the organizational categories. The co-raters then compared their findings and any divergence in the coding by the raters was discussed and consensus was reached.

Statistical analysis. The statistical analysis portion of the study was utilized to answer the remaining RQ3 - 5. Given the similarity of each of these research questions, the same statistical methods were used to address each question. RQ3: *Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?* RQ4: *Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?* RQ5: *Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?*

Each LEA was categorized according to: (a) total student membership of the LEA, (b) total amount of the migrant entitlement awarded to the LEA, and (c) ME/SM value. In other words, data for each of the 55 LEAs were placed into each of the three categories of LEA characteristics: total student membership (3-year aggregate, AY2007-09), total migrant entitlement of the LEA (3-year aggregate, AY2007-09), and the ME/SM). The ME/SM value is a proxy for the proportion of migrant students within the total student membership of an LEA. The three categories were identified as predictor variables due to the vast range of each variable within the LEAs of the state, which provided uniqueness among the variables in the area of migrant education. In each category, the range of data was reviewed and divided to create five sub-categories of

LEAs within the original categories which were characterized by their similarities as per the variable descriptions.

The total student membership for each LEA was retrieved from the Florida Department of Education Website for AY2007-09 and aggregated to create a 3-year aggregate total student membership for each LEA. These values are displayed in Table 11.

The total migrant entitlement for each LEA was retrieved from the Budget Narrative of each grant application. The 3-year aggregate (AY2007-09) was calculated to produce a single Total Migrant Entitlement value. These values were then grouped into five categories based on a 3-year aggregate. The entitlement categories are displayed in Table 11.

In order to assess the ME/SM Value, the 3-year aggregate (AY2007-09) for Total Migrant Total Migrant Entitlement was divided by the 3-year aggregate (AY2007-09) Total Student Membership for each LEA. The resulting proportion produced a value which is intended to represent the migrant student concentration within a given LEA. These groupings are in Table 11.

Table 11

LEA Groupings within School District Characteristics for AY2007-2009

	SM	ME (\$)	ME/SM
Category 1	Up to 5,500 (<i>n</i> = 16)	Up to 20,000 (<i>n</i> = 20)	0.00 – 1.00 (<i>n</i> = 12)
Category 2	5,501 – 15,000 (<i>n</i> = 12)	20,001 – 100,000 (<i>n</i> = 8)	1.01 – 4.00 (<i>n</i> = 15)
Category 3	15,001 – 40,000 (<i>n</i> = 11)	100,001 – 250,000 (<i>n</i> = 9)	4.01 – 16.00 (<i>n</i> = 12)
Category 4	40,001 – 90,000 (<i>n</i> = 10)	250,001 – 750,000 (<i>n</i> = 9)	16.01 – 30.00 (<i>n</i> = 8)
Category 5	90,001 – 350,000 (<i>n</i> = 6)	750,001 – 4,010,000 (<i>n</i> = 9)	30.01 – 205.00 (<i>n</i> = 8)

Note. School district characteristics are:
 SM = Total Student Membership per LEA;
 ME = Total Migrant Education Entitlement per LEA
 ME/SM = the ratio of Entitlement to Membership
 Total number of LEAs = 55.

The categories developed via the content analysis were utilized as nominal categories within the statistical analysis. In each question, the category represented the independent variable and each expenditure classification represented the dependent variable.

For each research question that was to be addressed using statistical methods, a set of null hypotheses were established and is presented with the corresponding research question (RQ3-5).

RQ3: *Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?* This question was answered utilizing the following ten hypotheses:

- H₀1: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.
- H₀2: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.
- H₀3: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.
- H₀4: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.
- H₀5: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.
- H₀6: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for

the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.

H₀7: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.

H₀8: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.

H₀9: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.

H₀10: There is no statistically significant relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health

RQ4: *Is there a relationship between the category of total LEA Migrant*

Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09? This question was answered utilizing the following ten hypotheses:

H₀11: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.

- H₀12: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.
- H₀13: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.
- H₀14: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.
- H₀15: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.
- H₀16: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.
- H₀17: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C,

funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.

H₀18: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.

H₀19: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.

H₀20: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health

RQ5: Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09? This question was answered utilizing the following ten hypotheses:

H₀21: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.

H₀22: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.

- H₀23: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.
- H₀24: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.
- H₀25: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.
- H₀26: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.
- H₀27: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.
- H₀28: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.
- H₀29: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year

aggregate in the expenditure classification of parent involvement.

H₀₃₀: There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health

In each hypothesis to be tested, the category of LEA was a singular independent variable with five member groupings; that is to say, each category contained five subsets, each of which contained LEAs. In addition, each hypothesis to be tested referenced one dependent variable, that being the expenditure classification.

As a final portion of the statistical analysis, the null hypotheses H₀₁ through H₀₃₀ were considered via the process of ANOVA. In addition, the Post Hoc test of Bonferroni was utilized to further examine the pairwise relationships in instances where a significant relationship was found in the ANOVA process.

A final calculation was performed on each null hypothesis that was significant. The Partial eta square was calculated to determine the effect size or overlap between the significant variables. Each value was then categorized into one of four categories: (a) <10% (<.1) trivial effect, (b) 10% - 30% (.1-.3) small effect, (c) 30% -50% (.3-.5) medium effect, >50% (>.5) large effect (Cohen, 1988).

Chapter Summary

Chapter 3 delineated the overall research design of this study. The study was conducted in two portions: content analysis and statistical analysis. The content analysis portion of the study addressed the grant application narrative and budget narrative sections as well as provided coding with inter-rater reliability of categories for inclusion in the statistical analysis. The analysis of the narrative and budget narrative sections of

the grant applications provided data to answer RQ1 and RQ2. The statistical analysis examined the relationship of three categories of LEAs and the expenditure classifications garnered through the content analysis of the budget narratives. The statistical analyses were used to answer RQ3 – 5.

Chapter 4 details the findings garnered through the research procedures described in Chapter 3, as well as the results of the hypotheses testing. The final chapter, Chapter 5, draws conclusions as well as implications for policy makers and practice. Chapter 5 also offers recommendations for future research and reflections of the researcher.

CHAPTER 4: FINDINGS OF THE STUDY

Annually, nearly 20 million dollars are allocated by the federal government to the State of Florida for the purpose of meeting the unique needs of migrant students. The purpose of this study was to determine how Title I, Part C, funding for migrant education is utilized to meet the unique educational needs of migrant students, as identified by NCLB (2002), the Federal Office of Migrant Education (OME), the CNA, and the SDP. The study also sought to determine the kinds of programs and services LEAs implemented in meeting these needs. Further, this study explored the relationship between the utilization of Title 1, Part C, funding by the LEAs in a 3-year aggregate period AY2007-09 and three LEA characteristics: total population of the LEA, the total migrant entitlement, and/or the proportion of migrant students within an LEA (ME/SM value).

This chapter details the findings of the document and statistical analyses. It also reports the descriptive statistics for the variables incorporated into the statistical analysis and the results of the hypotheses testing.

The document analysis portion of the study deconstructed the grant and budget narratives of each LEA grant applications for AY2007, AY2008, and AY2009. The grant narratives were analyzed to identify the specific programs, practices, and services implemented by the LEAs to meet the unique educational needs of migrant students. The

budget narratives were categorized by funding function and object codes as well as by the line item description, under the general headings of (a) Total Academic, (b) Total Non-academic, (c) Total Personnel, (d) Academic Personnel, (e) Non-academic Personnel, (f) Academic Programs, Expenses, and Services, (g) Non-academic Programs, Expenses, and Services, (h) School Readiness, (i) Parent Involvement, and (j) Health.

The statistical analysis determined if there was a relationship between the utilization of Title 1, Part C, funding and the three LEA characteristic categories: (a) total LEA student membership, (b) total LEA migrant entitlement, and (c) the ME/SM value. In each category, the LEAs were divided into groupings based on the established criteria. The variables and labels used in the study are labeled and described in Table 12.

Research Questions

This study was guided by five research questions:

1. How are funds from Title 1, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?
 - a. What proportion of Title 1, Part C, funds is utilized for educational programs, expenses, and services?
 - b. What proportion of Title 1, Part C, funds is utilized for non-educational programs, expenses, and purposes?
2. What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?
3. Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-

Table 12

Abbreviations for Variables and their Definitions

Abbreviations	Definition
StdMem	Nominal categorization of LEAs by total student membership
Entitle	Nominal categorization of LEAs by total migrant entitlement
MESM	Nominal categorization of LEAs by the proportion of total migrant entitlement and total student membership
TotalAcad	Aggregate Total Academic expenditure percentage AY2007-09
TotalNonAcad	Aggregate Total Non-Academic expenditure percentage AY2007-09
TotalPers	Aggregate Total Personnel expenditure percentage AY2007-09
AcadPers	Aggregate Academic Personnel expenditure percentage AY2007-09
NonAcadPers	Aggregate Non-Academic Personnel expenditure percentage AY2007-09
AcadService	Aggregate Academic Programs, Expenses, and Services expenditure percentage AY2007-09
NonAcadSer	Aggregate Non-Academic Programs, Expenses, and Services expenditure percentage AY2007-09
SchReadi	Aggregate School Readiness expenditure percentage AY2007-09
ParInv	Aggregate Parent Involvement expenditure percentage AY2007-09

(table continues)

Table 12 *continued*

Abbreviations for Variables and their Definitions

Abbreviations	Definition
Health	Aggregate Parent Involvement expenditure percentage AY2007-09

09?

4. Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?
5. Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

Document Analysis Findings

The research methodology employed by the researcher predetermined categories in which to analyze data for a quantitative purpose (Maxwell, 2005). The content analysis portion of the study examined both the grant narrative and budget narrative sections of each LEA grant applications for AY2007, AY2008, and AY2009 through document analysis. The results were then classified according to predetermined categories. This chapter explores each of the research questions (RQ1-5). The findings garnered, as a result of the research previously described, is included within the corresponding research question portion of the chapter. Each research question is addressed in numerical order, along with the corresponding subsets where appropriate.

The first research question and its subset questions were as follows:

RQ1: *How are funds from Title 1, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?*

- a. *What proportion of Title 1, Part C, funds is utilized for educational programs, expenses, and services?*
- b. *What proportion of Title 1, Part C, funds is utilized for non-educational programs, expenses, and purposes?*

The study categorized the LEA Migrant Education Grant Application, Budget Narrative Section, for the 3 years of available data since the inception of the SDP in 2006. The grant application budget narrative sections were analyzed and individual line item expenditures were classified under the general headings of: (a) academic personnel, (b) academic programs, expenses, and services, (c) non-academic personnel, and (d) non-academic programs, expenses, and services. Additional academic classifications of school readiness and parent involvement, as well as a non-academic classification of health, were identified.

The heading of *academic personnel* was combined with *academic programs, expenses, and services* to create a *total academic* expenditure classification. Likewise, the heading of *non-academic personnel* was combined with *non-academic programs, expenses, and services* to come to a *total non-academic* expenditure classification. The headings of *academic personal* and *non-academic personnel* were combined to create a *total personnel* expenditure classification.

The 3 years of data were then summed and averaged to produce an aggregate in each expenditure classification for the state. These 3-year totals were each then divided

by the total 3-year migrant education entitlement for each LEA and displayed as a percentage. For instance, in the expenditure classification of *total personnel* in: (a) 2006-07 was \$5,968,496 (b) 2007-08 was \$5,482,015 and (c) 2008-09 was \$7,097,509. These three expenditures produce a 3-year aggregate of \$6,182,673 which when divided by the total 3-year aggregate migrant entitlement of \$20,894,983 produces a percentage of 29.59%. A summary of the expenditure classifications, 3-year aggregate amount of funding, and the percent of the total 3-year state migrant entitlement is depicted in Table 13.

RQ2: What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?

The individual programs or practices that were found in the 13 sections of the narrative grant application were coded into organizational categories based on the SDP (Maxwell, 2005). The organizational categories utilized were: (a) priority for service, (b) reading, (c) math, (d) graduation, (e) school readiness, and (f) parent involvement. Each grant application was reviewed by each rater independently. Programs or practices described in the application were coded by each rater into the organizational categories. The raters then compared their findings and any divergence in the coding by the raters was discussed and consensus reached.

Priority for Service

Findings indicate that all 55 LEAs that have students who meet the state requirements for Priority for Services (PFS) indeed actually receive *priority* over students

Table 13

3-year Aggregate State Total Expenditures

Expenditure Classification	Total Amount	% of Total
Total Entitlement	\$20,894,983	100.00
Total Academic	\$ 8,032,865	38.44
Total Non-Academic	\$12,862,118	61.56
Total Personnel	\$16,716,550	80.00
Academic Personnel	\$ 6,182,673	29.59
Non-Academic Personnel	\$10,533,877	51.41
Total Programs, Expenses, and Services	\$ 4,178,433	20.00
Academic Programs, Expenses, and Services	\$ 1,850,192	8.80
Non-Academic Programs, Expenses, and Services	\$ 2,328,241	11.20
School Readiness	\$ 2,198,062	10.52
Parent Involvement	\$ 1,131,980	5.42
Health	\$ 198,755	0.95

who only meet the minimum eligibility qualification for the migrant education program. However, there were only a limited number of programs identified specifically for qualified PFS students. For instance, 20 LEAs employed a family advocate to support the families of PFS students. In addition, 23 LEAs have an information data system to monitor PFS student progress. In either circumstance, less than half of the LEAs who receive migrant education funds provide specific programming and/or services to PFS children.

Reading

Reading achievement by the LEAs is supported by personnel, technology, staff development, and reading programs. There were four types of positions to support migrant students in reading: (a) reading coaches (17 LEAs), (b) reading resource teachers (10 LEAs), (c) reading content based tutors (16 LEAs), and (d) academic advocates (24 LEAs). There was no indication of what distinguished academic advocates as reading support personnel.

Additionally, technology based interventions were indicated by 28 of LEAs. Compass Learning was included by 11 LEAs while Brain Child was referenced by three LEAs. Leap Frog was incorporated by 13 LEAs while Rosetta Stone was included by eight LEAs. Given that some LEAs included more than one program in their grant application, it is concerning that so few LEAs include specific intervention programming in their grant application.

Staff development opportunities to meet the unique reading needs of migrant students were included by 18 LEAs. The specific staff development activities were not identified by the LEAs. However, the instructional coaching model is prevalent in 17

LEAs in reading, while 13 of these 17 employ a coaching model for both reading and mathematics. Again, it is concerning that funds are allocated to staff development with minimal description.

The programmatic language expressed in the narrative sections demonstrated limited diversification. The most robust programs were in three of the 55 LEAs. Of these three, two were LEAs with limited numbers of migrant students and a small migrant entitlement. The third is a large metropolitan district that is not among the LEAs with a large entitlement. These LEAs described a combination of personnel and programs to meet the unique reading needs of the migrant students. Conversely, two LEAs with comparably limited funding addressed only summer packets as an independent resource to support reading.

The LEAs listed numerous programs or instructional strategies intended to meet the unique reading needs of migrant students. Content based reading tutoring was included by 25 of the LEAs. Thirteen LEAs indicated that independent reading materials available to migrant students during the summer months. In addition, nine LEAs conducted a migrant only summer program which included reading instruction. Instruction specifically for migrant students utilizing SRA Reading was listed by 4 LEAs, while Language! was used by 2 LEAs.

The most unique intervention offered was a mobile Family Reading Resource Bus to provide access to reading materials and technology to support reading initiatives on-site in the areas in which the migrant families reside. There were three LEAs that offered this service to their migrant families. Each of these LEAs encompasses a remote rural area where migrant families would have limited access to community based resources.

Mathematics

The support of mathematics achievement by the LEAs indicated the incorporation of specific personnel, technology, staff development and programs. The data spoke to four types of positions to support mathematics for migrant students. Math Coaches were employed by 17 LEAs. Math Resource Teachers were employed by 10 LEAs. Math content based tutors were employed by 16 LEAs. Academic Advocates, with no distinguishing qualifications for such advocates, were employed by 18 LEAs to support Math.

Technology based interventions in math were identified by 24 of LEAs. Compass Learning was utilized by 12 LEAs, while Leap Frog was included by two LEAs, which constituted the extent of the named programs for math intervention. As they did with reading, several LEAs listed more than one technology based intervention program for math. In actuality, the LEAs who chose to incorporate these types of interventions into their programming were limited.

Staff Development opportunities to meet the unique mathematics needs of migrant students were included by 29 LEAs. The specific staff development activities were not identified by the LEAs. However, one LEA listed a consultant for staff development in mathematics instruction as a portion of their purchased services.

The LEAs listed numerous programs or instructional strategies to meet the unique mathematics needs of migrant students. Content based math tutoring was included by 29 of the LEAs. Math materials to be prepared for independent study for migrant students during the summer months were specified by 17 LEAs. In addition, 11 LEAs conducted a migrant only summer program that included mathematics instruction. After school

programs to support math instruction were included by five LEAs.

Graduation

Efforts to support graduation of migrant students fell generally into three groups: (a) personnel, (b) programs, and (c) unique local efforts. The primary position employed by LEAs to support graduation was a secondary advocate, yet it was not disclosed if this position was an instructional or non-instructional position. This type of position was included by 35 LEAs. In addition, four LEAs specified a migrant guidance counselor, four LEAs employed a teacher on special assignment, four listed tutors employed specifically to support graduation, and one LEA hired a drop-out prevention teacher. There were 13 LEAs that did not support graduation efforts with personnel and three LEAs did not address graduation strategies at all.

Programs whose primary function was to increase the graduation rate of migrant students were not necessarily unique to migrant students; however, migrant students received support through these programs in an effort to increase graduation rates. The primary program, specified by 45 LEAs, was PASS, with another 24 LEAs denoting Mini-PASS. Online credit recovery efforts were identified by 31 LEAs, while eight LEAs included FCAT preparation camps. Summer sessions expressly for migrant students to support graduation were indicated by 10 LEAs. As an incentive for graduation, 15 LEAs identified college scholarships specifically for migrant students and 10 LEAs specified participation in the Take Stock in Children program.

Unique efforts to support graduation in a limited number of LEAs were also identified. Career Planning Labs were described by four LEAs, Strive to Achieve school to work programs were utilized by two LEAs, and one LEA specified the use of a

vocational academy specifically for migrant students.

School Readiness

The LEA grant applications indicated that 49 of the LEAs incorporated a school readiness program that supports nearly 1600 pre-school age children. They ranged from traditional programs in the regular school setting, to private businesses, or in the home. The grant applications did not delineate the programming offered but instead identified only the number of students served and the instructional model utilized by the LEA.

School based programs were identified by 27 LEAs, which supported 60% of the total pre-school age children, while the use of private service providers were included by 6 LEAs, which served about 10% of the total pre-school age children.

Two service models for programming at home were identified by the LEAs. The primary program was the home study program, which was designated by 25 LEAs as a service model serving about 30% of the pre-school age children. One LEA specified that among its at home school readiness programs, independent instructional packets are sent to parents.

The most robust school readiness programs were specified by LEAs in South Florida and appeared unrelated to the size of the entitlement. In contrast, LEAs in Northern Florida, despite their relatively larger migrant entitlement, did not articulate a commitment to school readiness programs.

Parent Involvement

The parent involvement classification garnered the most data in this phase of the study. The initiatives of this classification fell into three groupings: (a) meetings, (b) services and access to information, and (c) unique programs to support parent

involvement in the education of the children.

Parent Advisory Committee (PAC) meetings are required by the law and 39 LEAs denoted that PAC meetings are held by the LEA. In addition, 40 LEAs stated that parent training sessions are held, and in many cases, held in conjunction with the PAC meetings. Translation services provide access to group as well as individual meetings for parents, which were designated by 17 LEAs.

Access to health and social service agencies in the form of a contact list as well as assistance in communication was included by 46 LEAs. Another 12 LEAs also provided a contact list but also facilitated transportation for greater access. Sixteen LEAs distributed newsletters in native language for migrant parents in order to advise them of programs and services. Parent Resource Centers were utilized by eight LEAs while vision services for migrant families were made available by five LEAs. In a more unique program offering, three LEAs provided access to free dental services.

Out of School Youth (OSY) are those students who have been emancipated from their families and who remain eligible due to changes made to Title 1, Part C, requirements that used to require children 21 and under to migrant with their parents. Specialized programming for this unique classification of migrant child was identified by 7 LEAs.

Unique parent involvement activities and services were found through the content analysis. In consultation with the University of Florida, six LEAs specified a program called *Libros de la Familia*. To provide access to computers for families at home, four LEAs detailed a computer loan program for migrant families. In addition, the access that many LEAs provided for vital medical information or facilitation of medical

appointment, two LEAs had emergency medical funding available to support migrant families. One LEA created an incentive program where parents who participated in a variety of parent involvement activities, received incentives to support the family.

Data gathered in regards to summer programming, given the mobility requirements of eligibility in the migrant program merits further discussion. Site based summer programming was offered by 15 LEAs, four of which offered summer programming in both reading and math. These four LEAs are located in East Central Florida, which suggests that migrant families that harvest specific crops in this area during the summer months are in need of summer programming. Summer reading and math independent study materials were furnished by 13 LEAs which is supported by one of the two educational consortiums in North Florida. This suggests that the migrant students in these LEAs are moving north on the migrant stream.

The data parsed from the narrative section of the LEA grant applications consistently demonstrated a lack of programmatic differentiation by a majority of the LEAs. As such, the programs articulated by the LEAs primarily repeated the suggestions of the SDP.

Statistical Analysis Findings

In order to analyze the final three research questions, each of the 55 LEAs included in the study were placed into each of three categories based upon: total student membership 3-year aggregate (AY2007-09), the 3-year aggregate total migrant entitlement of the LEA, and the ME/SM value, which was calculated by creating a proportion between the total student membership 3-year aggregate (AY2007-09) and the 3-year aggregate total migrant entitlement of the LEA. The ME/SM value is a proxy for

the proportion of migrant students within a given total student membership of an LEA.

Coding for Total Student Membership Category

In order to categorize the total student membership of a given LEA, the total student membership, both migrant and non-migrant students, was retrieved from the Florida Department of Education Website for AY2007-09 for each LEA. The 3-year aggregate was calculated to produce a single Total Student Membership value. The Pre-Kindergarten through Grade 12 Total Student Membership values were then divided into five groups and are displayed in Table 14.

Coding for Total Migrant Entitlement Category

In order to categorize the total migrant entitlement of a given LEA, the size of the total migrant entitlement was retrieved from the Budget Narrative of each grant application. The 3-year aggregate was calculated to produce a single Total Migrant Entitlement value. This value was then categorized into five categories based on the 3-year aggregate value. The groupings are displayed in Table 14.

Table 14

LEA Groupings within School District Characteristics for AY2007-09

	SM	ME (\$)	ME/SM
Category 1	Up to 5,500 (n = 16)	Up to 20,000 (n = 20)	0.00 – 1.00 (n = 12)
Category 2	5,501 – 15,000 (n = 12)	20,001 – 100,000 (n = 8)	1.01 – 4.00 (n = 15)
Category 3	15,001 – 40,000 (n = 11)	100,001 – 250,000 (n = 9)	4.01 – 16.00 (n = 12)
Category 4	40,001 – 90,000 (n = 10)	250,001 – 750,000 (n = 9)	16.01 – 30.00 (n = 8)
Category 5	90,001 – 350,000 (n = 6)	750,001 – 4,010,000 (n = 9)	30.01 – 205.00 (n = 8)

Note. School district characteristics are:
 SM = Total Student Membership per LEA;
 ME = Total Migrant Education Entitlement per LEA
 ME/SM, the ratio of Entitlement to Membership.
 Total number of LEAs = 55.

Coding for ME/SM Value Category

In order to categorize the ME/SM Value, the 3-year aggregate Total Migrant Entitlement and each LEA was divided by the Total Student Membership of the corresponding LEA. The resulting value is a proxy for the concentration of migrant students within a given LEA. The ME/SM Value categories are displayed in Table 14.

The categories developed via the content analysis were utilized as nominal categories within the statistical analysis. They were input into the SPSS software and considered the independent variables of the ANOVA calculations.

Descriptive Statistics

In order to receive funds under Title 1, Part C, the LEA must have an approved grant application on file with the state. The filing of an annual grant application is at the discretion of LEA. As a result, not all 67 school districts file a migrant grant application annually. As such, this study includes the 55 LEAs for data collection and analysis with an approved grant application for each of the three academic years following the implementation of the SDP. Once variable data were entered into the spreadsheet, as specified in the study design, descriptive statistics were utilized to examine the range, mean, and standard deviation of all tested variables (Table 15). Each variable was reported in terms of percentages of the 3-year aggregate of the total migrant entitlement for AY2007-09. Therefore, for each case the possible range was from 0% - 100%.

StdMem. This variable was generated by creating a 3-year aggregate (AY 2007-09) student membership data from the Florida Department of Education website. The categories within this variable were labeled: Category 1, Category 2, Category 3, Category 4, and Category 5. These categories were assigned nominal values based on the Pre-Kindergarten through Grade 12 student membership of the LEA. As a nominal variable, StdMem was not included in Table 15.

Entitle. This variable was generated by creating a 3-year aggregate total LEA migrant entitlement from the AY2007-09 migrant grant application documents. The

Table 15

Descriptive Statistics of all Included Variables

	Minimum	Maximum	Mean	Std. Deviation
TotalAcad	0.00	98.35	35.343	28.294
TotalNonAcad	1.65	100.00	63.517	28.438
TotalPers	0.00	92.94	69.035	23.171
AcadPers	0.00	90.24	18.341	22.848
NonAcadPers	0.00	88.02	49.610	26.943
AcadService	0.00	98.35	17.259	22.827
NonAcadServ	1.65	87.57	13.660	13.111
SchReadi	0.00	68.35	6.707	15.436
ParInv	0.00	32.99	3.797	7.335
Health	0.00	7.09	0.491	1.188

categories within this variable were labeled: Category 1, Category 2, Category 3, Category 4, and Category 5. They were assigned nominal values based on the 3-year aggregate total of LEA migrant entitlement. As a nominal variable, Entitlement was not included in Table 15.

MESM. This variable was generated by creating a 3-year aggregate (AY 2007-09) total student membership, a 3-year aggregate total LEA migrant entitlement, and dividing them to arrive at a proportion which is a proxy for the concentration of migrant students in the LEA. The categories within this variable were labeled: Category 1, Category 2,

Category 3, Category 4, and Category 5. These categories were assigned nominal values based upon the proportion found in the creation of the ME/SM value. As a nominal variable, ME/SM was not included in Table 15.

The variables of: (a) *TotalAcad*, (b) *TotalNonAcad*, (c) *TotalPers*, (d) *AcadPers*, and (e) *AcadService* each demonstrated a range of percent of their respective 3-year aggregates as possessing a low of 0% and a high of 90% or more. This represented a tremendous range of expenditure priority. In some LEAs, there was little or no priority given to these classifications. However, in others, a large portion of their entitlements were expended in these classifications. Given that three of four academic-based classifications are identified in this grouping, it is disconcerting that the lower range of expenditure actually extends to 0%. This would be contrary to the stated goals of the federal legislation for Migrant Education, which is aimed at providing funding to meet the unique *educational* needs of migrant students.

The variables of: (a) *NonAcadPers*, (b) *NonAcadService*, and (c) *SchReadi* demonstrated a range of 0% - 87.57%. Again, the vast range within this expenditure priority leads to concern as some LEAs place minimal emphasis on these areas while others place a very high level of emphasis. A low expenditure amount for non-academic personnel and non-academic programs, services, and expenses would be expected given that the “Seven Areas of Concern” emphasize academic goals. However, a low expenditure emphasis in school readiness is distressing, unless those LEAs are funding school readiness programs through other sources. Conversely, high expenditure emphasis on school readiness, which reached a maximum of 68.35% of the 3-year aggregate entitlement, would be very much in alignment with policy expectations.

While parent involvement is an area of emphasis for numerous schools and the subject of substantial amounts of research, the variable *ParInv* demonstrated only limited commitment on the part of the LEAs, as illustrated by the low end range of 0% - 32.99. However, this emphasis was substantially more than that given to the variable *Health*, which posted only 7.09% at the top of the range. As a result, it can be concluded that health and to some extent parent involvement are not priorities for the LEAs with regard to migrant education expenditures.

Hypothesis Testing

The Predictive Analysis Software (PASW), formerly the Statistical Package for the Social Science (SPSS) software, was utilized to complete the One-Way Analysis of Variance (ANOVA) for each of the three variables. The outputs of these analyses were utilized to answer RQ 3-5 and the null hypotheses relating to each of these questions.

RQ 3: Is there a relationship between the category of total LEA student membership and the utilization of Title I, Part C, funding for the 3-year aggregate period AY2007-09?

One-Way ANOVA tests were conducted utilizing the category of StdMem as the independent variable and TotalAcad, TotalNonAcad, TotalPers, AcadPers, NonAcadPers, AcadService, NonAcadServ, SchReadi, ParInv, Health as the dependent variables. The test conducted used the 3-year aggregate (AY2007-09) Total Student Membership of the LEA (StdMem) as the independent variable. The alpha level was set at .05.

The ANOVA demonstrated that no significant relationship exists between the LEA total student membership and any expenditure classification: (a) Total Academic, (b) Total Non-Academic, (c) Total Personnel, (d) Academic Personnel, (e) Non-

Academic Personnel, (f) Academic Programs, Expenses, and Services, (g) Non-Academic Programs, Expenses, and Services, (h) School Readiness, (i) Parent Involvement, and (j) Health . In other words, there was no significant relationship between the size of the school district and any of the expenditure classifications, whether they were academic or non-academic. The first 10 null hypotheses, H_01-H_010 , failed to be rejected. The results of the analyses are depicted in Table 16.

RQ4: Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding

For the category of Total Migrant Entitlement, the One-Way ANOVA tests were conducted using the LEA category of Entitle as the independent variable and TotalAcad, TotalNonAcad, TotalPers, AcadPers, NonAcadPers, AcadService, NonAcadServ, SchReadi, ParInv, Health as the dependent variables. The results of the analysis are depicted in Table 17.

For H_011 , H_012 , H_015 , H_016 , and H_017 , the ANOVA demonstrated that no significant relationship exists between the Total LEA Migrant Entitlement and expenditure classifications: (a) Total Academic, (b) Total Non-Academic, (c) Non-Academic Personnel, (d) Academic Programs, Expenses, and Services, and (e) Non-Academic Programs, Expenses, and Services. Therefore, H_011 , H_012 , H_015 , H_016 , H_017 failed to be rejected.

Table 16

Analysis of Variance of StdMem and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>
TotalAcad	StdMem-Cat 1	16	37.35	0.601	.664
	StdMem-Cat 2	12	43.55		
	StdMem-Cat 3	11	30.03		
	StdMem-Cat 4	10	26.61		
	StdMem-Cat 5	6	37.86		
TotalNonAcad	StdMem-Cat 1	16	62.77	1.014	.409
	StdMem-Cat 2	12	51.20		
	StdMem-Cat 3	11	69.97		
	StdMem-Cat 4	10	73.39		
	StdMem-Cat 5	6	61.86		

Note: *df*=2.58
**p*<.05

(table continues)

Table 16 (continued)

Analysis of Variance of StdMem and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>
TotalPers	StdMem-Cat 1	16	61.95	0.857	.496
	StdMem-Cat 2	12	69.31		
	StdMem-Cat 3	11	69.96		
	StdMem-Cat 4	10	71.28		
	StdMem-Cat 5	6	81.93		
AcadPers	StdMem-Cat 1	16	12.96	1.281	.290
	StdMem-Cat 2	12	27.02		
	StdMem-Cat 3	11	13.69		
	StdMem-Cat 4	10	14.47		
	StdMem-Cat 5	6	30.34		
NonAcadPers	StdMem-Cat 1	16	49.00	0.385	.818
	StdMem-Cat 2	12	42.31		
	StdMem-Cat 3	11	56.28		
	StdMem-Cat 4	10	50.83		
	StdMem-Cat 5	6	51.59		

Note: *df*=2.58
**p*<.05

(table continues)

Table 16 (continued)

Analysis of Variance of StdMem and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>
AcadService	StdMem-Cat 1	16	24.47	1.091	.371
	StdMem-Cat 2	12	21.93		
	StdMem-Cat 3	11	11.44		
	StdMem-Cat 4	10	12.16		
	StdMem-Cat 5	6	7.84		
NonAcadServ	StdMem-Cat 1	16	13.34	1.721	.160
	StdMem-Cat 2	12	8.73		
	StdMem-Cat 3	11	13.50		
	StdMem-Cat 4	10	22.36		
	StdMem-Cat 5	6	10.19		
SchoReadi	StdMem-Cat 1	16	1.97	1.908	.124
	StdMem-Cat 2	12	13.54		
	StdMem-Cat 3	11	0.00		
	StdMem-Cat 4	10	10.47		
	StdMem-Cat 5	6	11.69		

Note: *df*=2.58
**p*<.05

(table continues)

Table 16 (continued)

Analysis of Variance of StdMem and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>
ParInv	StdMem-Cat 1	16	2.65	0.480	.750
	StdMem-Cat 2	12	6.38		
	StdMem-Cat 3	11	3.47		
	StdMem-Cat 4	10	3.24		
	StdMem-Cat 5	6	3.24		
Health	StdMem-Cat 1	16	0.21	2.517	.053
	StdMem-Cat 2	12	0,27		
	StdMem-Cat 3	11	0.07		
	StdMem-Cat 4	10	1.35		
	StdMem-Cat 5	6	1.02		

Note: $df=2,58$
 $*p<.05$

Table 17

Analysis of Variance of Entitle and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	p	Ω^2
TotalAcad	Entitle -Cat 1	20	33.82	0.262	.901	
	Entitle -Cat 2	8	27.52			
	Entitle -Cat 3	9	40.25			
	Entitle -Cat 4	9	38.29			
	Entitle -Cat 5	9	37.82			
TotalNonAcad	Entitle -Cat 1	20	66.18	0.560	.693	
	Entitle -Cat 2	8	72.48			
	Entitle -Cat 3	9	52.75			
	Entitle -Cat 4	9	61.71			
	Entitle -Cat 5	9	62.21			
TotalPers	Entitle -Cat 1	20	57.45	3.112	.023*	.138
	Entitle -Cat 2	8	63.87			
	Entitle -Cat 3	9	77.13			
	Entitle -Cat 4	9	78.22			
	Entitle -Cat 5	9	82.09			

Note: $df=2.58$

* $p<.05$

Eta-squared values are included only for the classifications that are significant at $p<.05$

(table continues)

Table 17 (continued)

Analysis of Variance of Entitle and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	p	Ω^2
AcadPers	Entitle -Cat 1	20	3.05	6.205	.000*	.342
	Entitle -Cat 2	8	13.22			
	Entitle -Cat 3	9	32.19			
	Entitle -Cat 4	9	30.77			
	Entitle -Cat 5	9	30.59			
NonAcadPers	Entitle -Cat 1	20	51.40	0.110	.978	
	Entitle -Cat 2	8	50.65			
	Entitle -Cat 3	9	44.96			
	Entitle -Cat 4	9	47.45			
	Entitle -Cat 5	9	51.52			
AcadService	Entitle -Cat 1	20	28.17	2.163	.087	
	Entitle -Cat 2	8	14.37			
	Entitle -Cat 3	9	15.02			
	Entitle -Cat 4	9	7.75			
	Entitle -Cat 5	9	7.45			

Note: $df=2,58$

* $p<.05$

Eta-squared values are included only for the classifications that are significant at $p<.05$

(table continues)

Table 17 (continued)

Analysis of Variance of Entitle and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>	Ω^2
NonAcadServ	Entitle -Cat 1	20	14.66	1.443	.234	
	Entitle -Cat 2	8	21.59			
	Entitle -Cat 3	9	7.64			
	Entitle -Cat 4	9	13.92			
	Entitle -Cat 5	9	10.15			
SchoReadi	Entitle -Cat 1	20	0.00	3.502	.013*	.401
	Entitle -Cat 2	8	0.00			
	Entitle -Cat 3	9	9.94			
	Entitle -Cat 4	9	17.40			
	Entitle -Cat 5	9	13.65			
ParInv	Entitle -Cat 1	20	0.47	2.644	.044*	.047
	Entitle -Cat 2	8	5.39			
	Entitle -Cat 3	9	9.21			
	Entitle -Cat 4	9	4.01			
	Entitle -Cat 5	9	4.15			

Note: $df=2.58$

* $p<.05$

Eta-squared values are presented only for the classifications that are significant at $p<.05$

(table continues)

Table 17 (continued)

Analysis of Variance of Entitle and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	p	η^2
Health	Entitle -Cat 1	20	0.00	3.379	.016*	.551
	Entitle -Cat 2		8	0.56		
	Entitle -Cat 3		9	0.08		
	Entitle -Cat 4		9	1.02		
	Entitle -Cat 5		9	1.40		

Note: $df=2,58$

* $p<.05$

Eta-squared values are presented only for the classifications that are significant at $p<.05$

H_{013} : *There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.* The ANOVA identified a significant relationship between the 3-year aggregate LEA migrant entitlement and the expenditure classification of total personnel. Therefore, H_{013} was rejected.

Further consideration in determining the differences in means and the significance of the differences, a Post Hoc analysis was conducted employing Bonferroni. In an examination of the pairs of means with the independent variable, no significance was found. In further considering the significant relationship, the observed value of the partial Eta-squared was .138 which indicates a small effect as 13.8% of the relationship of total personnel expenditure is attributable to the independent variable, total migrant

entitlement.

H₀14: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel. A significant relationship was found to exist between the 3-year aggregate LEA migrant entitlement and the expenditure classification of total academic personnel, through the One-Way ANOVA. Therefore, H₀14 was rejected.

The Bonferroni examination of the pairs of means found the significance of the ANOVA to be attributed to the pairs: (a) Category 1 and 3 ($p=.005$), (b) Category 1 and 4 ($p=.008$), and (c) Category 1 and 5 ($p=.009$). A medium effect size of .342 (34.2% of the relationship) was observed through the partial Eta-squared.

H₀18: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness. The ANOVA demonstrated that a significant relationship exists between the 3-year aggregate LEA migrant entitlement and the expenditure classification of school readiness. Therefore, H₀18 was rejected.

The significance of the ANOVA was attributed to the pairs Category 1 to Category 4 (.036), through the Bonferroni Post Hoc examination. The relationship of the school readiness expenditure is attributable to the independent variable, total migrant entitlement, with a medium effect size of .401 (40.1% of the relationship)..

H₀19: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year

aggregate in the expenditure classification of parent involvement. The ANOVA identified a significant relationship to exist between the LEA migrant entitlement and the parent involvement expenditure classification. Therefore, H₀₁₉ was rejected.

The observed value of the partial Eta-squared was .047 which indicates a small effect as 4.7% of the relationship of parent involvement expenditure is attributable to the independent variable, total migrant entitlement. Additionally, the significance of the ANOVA was attributed to the pairs Category 1 to Category 3 ($p=.028$).

H₀₂₀: There is no statistically significant relationship between the category of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health. The ANOVA demonstrated that a significant relationship exists between the 3-year aggregate LEA migrant entitlement and the expenditure classification of Health. Therefore, H₀₂₀ was rejected.

The significance of the ANOVA was attributed to the pairs Category 1 to Category 5 ($p=.026$), with a large effect size observed (.551). The effect size of these pairs accounted for over 55% of the significance of the relationship.

RQ5: Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

One-Way ANOVA tests was conducted utilizing the category of ME/SM as the independent variable and TotalAcad, TotalNonAcad, TotalPers, AcadPers, NonAcadPers, AcadService, NonAcadServ, SchReadi, ParInv, Health as the dependent variables. The results of the analysis are depicted in Table 18.

For H₀₂₁, H₀₂₂, H₀₂₃, H₀₂₅, H₀₂₆, H₀₂₇, H₀₂₈, and H₀₃₀, the ANOVA

demonstrated that no significant relationship exists between the ME/SM and the expenditure classifications of: (a) total academic, (b) total non-academic, (c) total personnel, (d) non-academic personnel, (e) academic programs, services, and expenses, (f) non-academic programs, services, and expenses, (g) school readiness, and (h) health. As a result, H₀21, H₀22, H₀23, H₀25, H₀26, H₀27, H₀28, and H₀30 failed to be rejected.

H₀24: *There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.* The ANOVA demonstrated that a significant relationship exists between ME/SM and the expenditure classification of total academic personnel. Therefore, H₀24 was rejected.

The significance of the ANOVA was attributed to Category 1 and 5 ($p=.046$). In further consideration, the observed value of the partial Eta-squared was .058 indicating a small effect as 5.8% of the relationship of academic personnel expenditure is attributable to the independent variable, ME/SM value.

H₀29: *There is no statistically significant relationship between the category of ME/SM Value and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.* The ANOVA demonstrated that a significant relationship exists between ME/SM Value and the expenditure classification of parent involvement. Therefore, H₀29 was rejected.

Table 18

Analysis of Variance of MESM and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	p	η^2
TotalAcad	MESM-Cat 1	12	37.24	0.301	.876	
	MESM-Cat 2	15	30.57			
	MESM-Cat 3	12	32.09			
	MESM-Cat 4	8	39.66			
	MESM-Cat 5	8	42.01			
TotalNonAcad	MESM-Cat 1	12	62.77	0.581	.678	
	MESM-Cat 2	15	69.29			
	MESM-Cat 3	12	67.94			
	MESM-Cat 4	8	52.47			
	MESM-Cat 5	8	58.24			
TotalPers	MESM-Cat 1	12	56.39	1.922	.121	.138
	MESM-Cat 2	15	66.16			
	MESM-Cat 3	12	75.79			
	MESM-Cat 4	8	70.78			
	MESM-Cat 5	8	81.53			

Note: $df=2.58$

* $p<.05$

Eta-squared values are presented only for the classifications that are significant at $p<.05$

(table continues)

Table 18 (continued)

Analysis of Variance of MESM and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>	η^2
AcadPers	MESM-Cat 1	12	6.69	3.811	.009*	.058
	MESM-Cat 2	15	10.15			
	MESM-Cat 3	12	19.34			
	MESM-Cat 4	8	33.18			
	MESM-Cat 5	8	34.84			
NonAcadPers	MESM-Cat 1	12	44.70	0.917	.461	
	MESM-Cat 2	15	56.01			
	MESM-Cat 3	12	56.45			
	MESM-Cat 4	8	37.63			
	MESM-Cat 5	8	46.71			
AcadService	MESM-Cat 1	12	26.08	1.068	.382	
	MESM-Cat 2	15	20.59			
	MESM-Cat 3	12	12.75			
	MESM-Cat 4	8	14.64			
	MESM-Cat 5	8	7.16			

Note: *df*=2.58

**p*<.05

Eta-squared values are presented only for the classifications that are significant at *p*<.05

(table continues)

Table 18 (continued)

Analysis of Variance of MESM and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	p	Ω^2
NonAcadServ	MESM-Cat 1	12	18.00	0.502	.735	
	MESM-Cat 2	15	13.11			
	MESM-Cat 3	12	11.35			
	MESM-Cat 4	8	14.40			
	MESM-Cat 5	8	10.93			
SchoReadi	MESM-Cat 1	12	5.70	2.097	.095	
	MESM-Cat 2	15	3.32			
	MESM-Cat 3	12	2.55			
	MESM-Cat 4	8	7.34			
	MESM-Cat 5	8	20.19			
ParInv	MESM-Cat 1	12	0.18	4.678	.003*	.124
	MESM-Cat 2	15	1.41			
	MESM-Cat 3	12	5.37			
	MESM-Cat 4	8	11.84			
	MESM-Cat 5	8	3.30			

Note: $df=2,58$

* $p<.05$

Eta-squared values are presented only for the classifications that are significant at $p<.05$

(table continues)

Table 18 (continued)

Analysis of Variance of MESM and Expenditure Classification

Expenditure Classification	LEA Category	N	Mean	F	<i>p</i>	Ω^2
Health	MESM-Cat 1	12	0.18	0.966	.435	
	MESM-Cat 2	15	0.35			
	MESM-Cat 3	12	0.46			
	MESM-Cat 4	8	1.20			
	MESM-Cat 5	8	0.56			

Note: $df=2.58$
 $*p<.05$
 Eta-squared values are presented only for the classifications that are significant at $p<.05$

In considering the significant relationship, the observed value of the partial Eta-squared was .124 which indicates a small effect as 12.4% of the relationship of parent involvement expenditure is attributable to the independent variable, ME/SM value. The significance of the ANOVA was attributed to: (a) Category 1 and 4 ($p=.003$), and (b) Category 2 and 4 ($p=.006$).

Summary of Findings

This study demonstrated that the expenditure of Title 1, Part C, funds, in the State of Florida, is primarily being used for non-academic purposes. It also revealed the variety of programs employed by LEAs to meet the unique educational needs of migrant students in the state. However, the programs described in the applications were primarily a restatement of the suggestions found within the SDP. The study also showed a

relationship between the total migrant entitlement of the LEA and the utilization of funding for: (a) total personnel expenditures, (b) academic personnel expenditures, (c) school readiness expenditures, (d) parent involvement expenditures, and (e) health expenditures. Lastly, it determined that there was a significant relationship between the concentration of migrant students in the LEAs (ME/SM) and the expenditures by the LEAs in the areas of: (a) academic personnel and (b) parent involvement. Table 19 summarizes the null hypotheses, descriptions of each null hypothesis, the analysis utilized, and the outcome of each examination. A detailed discussion of these findings and the conclusions that can be drawn from them follow in Chapter 5.

Chapter Summary

This chapter presented the findings of the document analysis of both the grant application narrative and budget narrative. Also presented were the statistical analysis findings and the results of the null hypotheses testing. Chapter 5 includes an in-depth discussion of the findings, presents implications for further research, and recommendations for policy makers and practice.

Table 19

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀₁	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.	ANOVA	Failed to Reject
H ₀₂	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀₃	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.	ANOVA	Failed to Reject
H ₀₄	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.	ANOVA	Failed to Reject

(table continues)

Table 19 (*continued*)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀₅	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.	ANOVA	Failed to Reject
H ₀₆	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀₇	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.	ANOVA	Failed to Reject
H ₀₈	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀₉	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.	ANOVA	Failed to Reject
H ₀₁₀	There is no statistically significant relationship between the categories of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 11	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.	ANOVA	Failed to Reject
H ₀ 12	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 13	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.	ANOVA	Rejected
H ₀ 14	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.	ANOVA	Rejected

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 15	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.	ANOVA	Failed to Reject
H ₀ 16	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 17	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.	ANOVA	Failed to Reject
H ₀ 18	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.	ANOVA	Rejected

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 19	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.	ANOVA	Rejected
H ₀ 20	There is no statistically significant relationship between the categories of total LEA migrant entitlement and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health.	ANOVA	Rejected

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 21	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic.	ANOVA	Failed to Reject
H ₀ 22	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 23	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total personnel.	ANOVA	Failed to Reject
H ₀ 24	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic personnel.	ANOVA	Rejected

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 25	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic personnel.	ANOVA	Failed to Reject
H ₀ 26	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total academic programs, expenses, and services.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 27	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of total non-academic programs, expenses, and services.	ANOVA	Failed to Reject
H ₀ 28	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of school readiness.	ANOVA	Failed to Reject

(table continues)

Table 19 (continued)

Summary of Hypotheses Testing

Null Hypothesis	Description	Statistical Analysis	Rejected/Failed to Reject
H ₀ 29	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of parent involvement.	ANOVA	Rejected
H ₀ 30	There is no statistically significant relationship between the categories of MESM and the utilization of Title 1, Part C, funding for the 3-year aggregate in the expenditure classification of health.	ANOVA	Failed to Reject

CHAPTER 5: SUMMARY AND DISCUSSION

Migrant agricultural workers and their children are referred to as “invisible people” (Vocke, 2007, p. 3) as a result of their social and economical marginalization, as well as the academic challenges they face due to second language learning and the transient nature of their migrant lifestyle (Branz-Spall & Wright, 2004). The Migrant Education Program, established in 1966, requires state and local school districts to focus migrant funding on the unique educational needs of these children (amendment to ESEA, 1966).

This chapter begins with a reiteration of the purpose of the study, the research questions which guided the study, as well as a review of the study methodology. In a subsequent portion to this chapter, the findings are summarized briefly and then discussed in more detail. The chapter concludes with implications for policy makers and practitioners, and suggests recommendations for future research.

Restatement of the Purpose

The purpose of this study was to determine how Title I, Part C, funding is expended to meet the unique educational needs of migrant students, as identified by NCLB (2002), the Federal Office of Migrant Education (OME), the CNA, and the SDP. The study also sought to determine the variety of programs and services LEAs employ to meet the needs of migrant students. Further, this study and services LEAs employ to meet the needs of migrant students. Further, this study explored the relationship between

expenditure classifications of Title 1, Part C, funding by the LEA in a 3-year aggregate period, AY2007-09, and three selected LEA characteristics: (a) total population of the LEA, (b) the total migrant entitlement, and (c) the proportion of migrant students within an LEA (ME/SM value).

Research Questions

This study was designed as a descriptive analysis that scrutinized state migrant education policy and tracked Title I, Part C, expenditures by individual LEAs. This study was guided by five research questions (RQ1-5), some of which have subset of questions, and 30 related null hypotheses.

1. How are funds from Title 1, Part C, utilized by the LEAs to meet the unique educational needs of migrant students in the State of Florida?
 - c. What proportion of Title 1, Part C, funds is utilized for educational programs, expenses, and services?
 - d. What proportion of Title 1, Part C, funds is utilized for non-educational programs, expenses, and purposes?
2. What kinds of programs and services are utilized by the LEAs to meet the unique educational needs of migrant students?
3. Is there a relationship between the category of total LEA student membership and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?
4. Is there a relationship between the category of total LEA Migrant Entitlement per the state funding formula and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

5. Is there a relationship between the category of ME/SM (Migrant Entitlement/ Student Membership) value and the utilization of Title 1, Part C, funding for the 3-year aggregate period AY2007-09?

Review of Methodology

This study was designed as a descriptive policy analysis exploring migrant education policy and Title I, Part C, funding utilization through document analysis and statistical methodologies. The researcher applied document analysis to the grant applications to determine what general categories would be useful for classifying the budget narrative and line item data, as well as the programs and services provided to meet the unique educational needs of migrant students. Statistical analysis was used to examine the relationship between the category of LEA and the expenditure classifications.

RQ1 and RQ2 focused on simply understanding how the grant funds were to be expended in terms of academic and non-academic personnel, programs, and services, as well as listed the various programs and services provided by the LEAs. RQ3-5 were focused to determine if there was any relationship between the expenditure classifications and the LEA categories. Thirty null hypotheses were tested to determine if significant relationships existed between classifications of spending and the LEA categories.

Summary of Findings

The study found that a greater portion of Title 1, Part C, funds were spent on non-academic purposes (61.56%) rather than academic programs (38.44%) that directly addressed the educational challenges facing migrant students. The study also demonstrated that an overwhelming majority of the programs and services described by

LEAs were little more than suggestions taken from the SDP. There was only limited programming that reached beyond those suggested in the SDP. Additionally, little programming was specifically designed to meet the unique educational needs of migrant students. The final finding of the study addressed the relationship between category of LEA and the expenditure of migrant funding. The category of entitlement demonstrated a significant relationship with the expenditure classifications of: (a) total personnel, (b) academic personnel, (c) school readiness, (d) parent involvement, and (e) health. Additionally, the category of ME/SM demonstrated a significant relationship with the expenditure classifications of: (a) academic personnel, and (b) parent involvement.

Discussion of Findings

The programs and expenditures of the LEAs are rooted in the SDP, in which seven goals, focusing on six academic and one non-academic areas are embedded: (a) reading, (b) math, (c) school readiness, (d) graduation, (e) priority for service, (f) parent involvement, and (g) identification and recruitment. The SDP states that allowable utilization of funds is ultimately determined by the Florida Office of Migrant Education (SDP, 2006).

The Federal Office of Migrant Education, through the CNA process, put forth a listing of “Seven Areas of Concern” for the success of migrant students, which can be organized into both academic and non-academic areas. Five of the areas – educational continuity, instructional time, school engagement, English language development, and educational support in the home or parent involvement – can be attributed to academic programs and services. The remaining two areas of concern, health and access to

services, are important to the child, yet are not traditionally attributed to educational services in the school setting (CNA, 2005).

From these sources, three areas of investigation emerged. The first area examined to the LEA's specific utilization of federal migrant education funding in Florida, which was addressed by RQ1. The second area explored the programs and services that LEAs claim to employ to meet the unique educational needs of migrant children, which was addressed by RQ2. The final area investigated the relationship between the classification of spending and the category of LEA, based on predetermined characteristics including the proportion of migrant students. In other words, the final three research questions took into consideration the size of the LEA, total student membership, the amount of migrant entitlement the LEA receives, and the proportion of migrant students in the total student membership of the LEA.

Migrant Funding Expenditures

The stated goals of the CNA (2005) are: (a) reading, (b) math, (c) school readiness, and (d) graduation. These goals are in alignment with the purpose of the federal migrant education program, which is focused upon meeting the unique educational needs of migrant students. However, as evidenced by the findings of this study, a disproportionate amount of federal migrant funding received by the State of Florida is spent on non-academic expenditures. Of the over \$20 million total migrant entitlement received by the State of Florida, only 38.44% of the funding (over \$8 million) was expended for academic expenses. Furthermore, of the 61.56% of the funding spent on non-academic expenses (over \$12 million), over \$10 million was spent on non-academic personnel (Table 20). These total percentage demonstrate a mirrored

relationship to the national average of educational funding as reported by the Council of the Great City Schools where the 69.1% of funds were found to be used for instructional purposes, while the remaining 30.9 % of educational funds were expended for non-instructional purposes (Council of the Great City Schools, 2000).

Within the expenditure classification of *total personnel* (over \$16 million or 80.00% of the 3-year aggregate of the total state migrant entitlement), a closer deconstruction of this expenditure showed the *academic personnel* expenditure was over \$6 million (29.59%) which included teachers, academic advocates, tutors, guidance counselors, and academic coaches. The national average of the total educational expenditure for academic personnel was 48.9% in 2000 and 42.7% in 2005 (Council of the Great City Schools, 2005; Council of the Great City Schools, 2000).

However, the *non-academic personnel* expenditure was over \$10 million (50.41%), which included administrators, secretaries, recruiters, and custodians. More funding was spent on non-academic personnel than was spent on those individuals who actually have a direct impact on the education of the migrant child.

When considering the expenses to facilitate academic programming beyond personnel, which included equipment, computer hardware, computer software, audio-visual materials, educational copies, purchased services, busing, field trips, and travel for educational purposes, the 3-year aggregate of the total academic programs and services expenditure was over \$1.8 million or 8.8% of the 3-year aggregate of the total state migrant entitlement. However, the expenses to facilitate non-academic services, which included equipment, computer hardware, computer software, telephones (both cell and land lines), portable classroom rental, repair to buildings, vehicles, fuel, repair to

vehicles, oil, tires, rental of storage facilities, office copiers, copier maintenance, office furniture, and minimal health related services, over \$2.3 million or 11.2% of the 3-year aggregate of the total state migrant entitlement was spent. Over 3% more funding (nearly \$1 million) was spent on items such as gas, tires, cell phones, and office furniture than was spent on classroom computers, media materials, or other educational support items.

Table 20

3-year Aggregate State Total Expenditures

Expenditure Classification	Total Amount	% of Total
Total Entitlement	\$20,894,983	100.00
Total Academic	\$ 8,032,865	38.44
Total Non-Academic	\$12,862,118	61.56
Total Personnel	\$16,716,550	80.00
Academic Personnel	\$ 6,182,673	29.59
Non-Academic Personnel	\$10,533,877	51.41
Total Programs, Expenses, and Services	\$ 4,178,433	20.00
Academic Programs, Expenses, and Services	\$ 1,850,192	8.80
Non-Academic Programs, Expenses, and Services	\$ 2,328,241	11.20
School Readiness	\$ 2,198,062	10.52
Parent Involvement	\$ 1,131,980	5.42
Health	\$ 198,755	0.95

Even though School Readiness is explicitly stated in the CNA and the study found that nearly 1600 pre-kindergarten students were served annually, only slight over \$2 million (10.52% of the 3-year aggregate of the total state migrant entitlement) was spent to support the programming. The funding spent on school readiness, which serves the most educationally endangered children, was nearly \$300,000 less than that spent on non-academic programming, services, and expenses. The message conveyed by this finding is that the purchase of office furniture, cell phone service for non-academic personnel, and gas and oil is a higher priority than educating the neediest students under Florida's charge.

In a similar vein, parent involvement, a goal in both the SDP and the seven areas of concern, was under funded. Only \$1,131,980, or 5.42%, of the funding was spent in the pursuit of this goal. Again, this was roughly half the funding that was spent on non-academic programming, expenses, and services. This equates to 10% of the amount of funding spent on non-academic personnel, which included secretaries, recruiters, administrators, and custodians.

The historical underpinnings of the migrant education program are rooted in the deplorable conditions in which the children live and the limited access to proper health care. For these reasons, the Federal Office of Migrant Education (OME) incorporated health as one of the seven areas of concern. It is unconscionable that a mere \$198,755, or 0.95% of the 3-year aggregate of the state migrant entitlement, was expended on the health of the migrant children. More funds were spent on gasoline and diesel fuel across the State of Florida, paid for through migrant funding, than was spent on the health of the migrant students. According to the national average of educational funding expenditure

provided by the Council of the Great City Schools, 1.8% of funding is utilized for health (Council of the Great City Schools, 2000). However, due to the funding of community health centers which was initially signed into law by President Kennedy, historically migrant families have a separate federal program in which to seek out to serve their basic health care needs (NCFH, n.d.)

In summary, it is without question that the utilization of migrant funding across the State of Florida is disproportionately expended to support non-academic endeavors. This is in direct contrast to the stated goals of the federal migrant legislation as well as the SDP (SDP, 2006).

Programs to Serve Migrant Students

The programs implemented to serve the unique educational needs of migrant students are suggested in the SDP by goal area (SDP, 2006). Like the budget narrative that is updated through amendment to the state of office, the LEAs select the programs or instructional models to be implemented in support of migrant student education in their local sites. However, the programs are not assigned a funding source in the grant application; that is to say, a program may be included in the narrative section of the grant, yet not be funded through the migrant entitlement or included in the budget narrative section. LEAs may chose to include programs, personnel, and initiatives that are being implemented on a district-wide basis and funded through other sources (e.g. other grants, state allocation, or operational funds) in their grant narratives as a means of supporting migrant education. As a result, the narrative analysis could not distinguish which programs and services were actually supported by migrant education funds and which were not.

The analysis concluded that specific programs to target the particular needs of qualified *priority for service* students were limited. The data indicated that less than half of the LEAs have a family advocate to support the families of PFS students. This position is important because these families move from one school district to another or from one state to another during the school year, and do not limit their movement to the summer months (Florida Migrant Education Program, 2007). Specialized data tracking was the other programs specified by LEAs to progress monitor data of only the PFS students as they are presumed to be the most at risk of academic failure (NCLB, 2002).

Priority for service focuses on maintaining educational continuity. While the data finds that some LEAs provide a family advocate to support the transition of the family from their previous location to the new school community, only those few LEAs that specified data monitoring plans appeared to focus on the academic transition and maintaining educational continuity.

Personnel support of reading achievement by the LEAs indicated the utilization four positions: (a) reading coaches, (b) reading resource teachers, (c) reading content based tutors, and (d) academic advocates. These positions were all specified in the grant applications as academic personnel who assist migrant students with reading. Similarly, personnel support of mathematics achievement by the LEAs indicated much of the same resources. As with reading, four positions were specified to support mathematics instruction for migrant students: (a) math coaches, (b) math resource teachers, (c) math content based tutors and (d) academic advocates. These positions are implicitly or explicitly referred to in the SDP's own suggested activities for meeting the needs of migrant students in the SDP (SDP, 2006).

While these personnel positions are well intended, it would be contradictory to the migrant education program purposes for these supports to be in lieu of the regular classroom program. Instead, these supports must augment the existing local educational efforts.

In addition to personnel support, reading and math instruction was supported by technology based instructional interventions and staff development. However, in mathematics, the approach to support instruction was expanded beyond the regular classroom. Interventions included: (a) afterschool math programs, (b) summer school programming, (c) independent study materials. This contrast in approach leads to the conclusion that LEAs are focusing on math intervention for migrant students as supplemental instruction to the regular program unlike reading which did not specify enhanced complimentary programming for migrant students.

Specific personnel, programs, and unique local efforts were described as strategies to increase migrant student graduation rates. Secondary advocate was the primary position delineated by the LEAs, which is consistent with what the SDP suggests. Guidance counselors, teacher on special assignments, and tutors were also among the personnel who worked with migrant students to help them stay in school and graduate. One LEA indicated the employment of a drop-out prevention teacher to support graduation efforts. The programs detailed by the LEAs were not necessarily migrant-only endeavors, but were used by migrant students to support the efforts to increase their graduation rate. PASS, Mini-PASS and other online credit recovery programs were the primary technology based efforts. FCAT preparation camps and migrant only summer schools were indicated as a means to pass the exit examinations. As incentives for

graduation, college scholarships specifically for migrant students and participation in the Take Stock in Children program were identified by LEAs. Unique efforts to support graduation were career planning labs and Strive to Achieve school to work programs. One LEA indicated that it established a vocational academy specifically for migrant students. Interestingly, two LEAs failed to address graduation in any manner.

School readiness is a target area for Florida in the SDP. All but six LEAs in the study indicated programming that supports nearly 1600 pre-school age children. Traditional programs, those which were found in the regular school setting, support 60% of the children. Private businesses provide programming and services for 10% of the children and home based programs reached 30% of the children. It was noted that the southern LEAs of Florida demonstrated a strong commitment to school readiness as compared to the rest of the state. Conversely, LEAs in the far northern portion of the state showed little to no programmatic commitment to school readiness.

The parent involvement category, which is expressly stated in both the SDP and the “Seven Areas of Concern,” garnered the most data through the content analysis (CNA, 2005; SDP, 2006). The parent involvement data indicated meetings and trainings, as well as services and access to information as the most prevalent programs utilized by LEAs. However, surprising, only a 17 of 55 LEAs detailed translation services within their grant applications. Given the low frequency of translation services described in the grant narratives, parent access to school personnel, parent meetings, educational resources, and social services were greatly impeded. This is in direct contradiction of the parent involvement goal area of the SDP and access to services as described in the “Seven Areas of Concern.”

Access to health and social service agencies in the form of a contact list, as well as assistance in communication to the service provider, was offered by most LEAs and some LEAs facilitated transportation for greater access to vital services. Newsletters and Parent Resource Centers were vehicles for information employed by LEAs to assist parents. Medical services in the form of vision and dental services were offered free of charge for migrant families by a small number of LEAs.

Out of School Youth (OSY) are those students who have been emancipated from their families and remain eligible due to changes made to Part C requirements that lifted the necessity for children 21 and under to migrant with their parents. Specialized programming for this unique classification of migrant child was indicated by 7 LEAs. These students are at extreme risk due to their circumstances. However, with the small number of LEAs addressing this group of youth, there was little support given to their needs. They are indeed an “invisible people” (Vocke, 2007, p. 3).

In summary, boilerplate language taken from the SDP (2006) was prevalent throughout the grant narrative sections of the LEAs. This would imply that many LEAs are simply completing the grant applications with little or no attention given to the narrative language or the uniqueness of the needs of their migrant students.

Relationship Between Category of LEA and Expenditures

The 10 expenditure classifications constitute the dependent variables of the study and were represented by percentages of the 3-year aggregate of the total migrant entitlement for AY2007-09. Therefore, for each case the possible range of values was 0%-100%. The expenditure classifications indicated extreme ranges among the LEAs and are presented in Table 21. The following section addresses the third area of the findings

which were focused on the relationship between the category of LEA and the expenditure of migrant funding.

Table 21

Descriptive Statistics of Expenditure Classifications

	Minimum	Maximum	Mean	Range
TotalAcad	0.00	98.35	35.34	98.35
TotalNonAcad	1.65	100.00	63.52	98.35
TotalPers	0.00	92.94	69.04	92.94
AcadPers	0.00	90.24	18.34	90.24
NonAcadPers	0.00	88.02	49.61	88.92
AcadService	0.00	98.35	17.26	98.35
NonAcadServ	1.65	87.57	13.66	85.92
SchReadi	0.00	68.35	6.71	68.35
ParInv	0.00	32.99	3.80	32.99
Health	0.00	7.09	0.49	7.00

In considering the relationship between the category of LEA based upon total student membership and the expenditure classification, no significance was found among any of the variables. As a result, it was concluded that the total student membership of the LEA was not a significant factor in the manner in which a given LEA chose to expend its migrant funding. This finding was unexpected as the researcher originally thought that larger LEAs would have access to more resources and thereby would chose to spend their

migrant funding differently than those LEAs with limited resources. However, given that all of the hypotheses of this category were rejected, the researcher concluded that other factors beyond the total resources of the district must influence the expenditures of Title 1, Part C, fiscal resources.

The ME/SM values were used to categorize the LEAs into five categories. The variables of academic personnel expenditure and parent involvement were found to be significant with greater than 99% accuracy, when considered in relationship with the ME/SM value. The Post Hoc tests demonstrated that within the relationship with the expenditure classification of academic personnel, the significance was attributed to the pairwise difference in means between the LEAs with the lowest (category 1) and the highest (category 5) concentration of migrant students. In addition, the Post Hoc tests identified that the significance found in the relationship between the ME/SM value and parent involvement expenditures was attributed to pairwise differences in means between the LEAs with the lowest concentration (category 1 and 2) and the higher (category 4) concentration of migrant students.

These category findings were intriguing as they provided a clearer picture of the interaction of the variables and expectations that could be placed upon LEAs based on their ME/SM value. Understanding this interaction allows predictive attributes to be considered based upon the descriptive statistics of the ANOVA calculations. Based on the mean percentages of the ME/SM category, LEAs with a low concentration of migrant students (category 1) would be expected to spend between 6-7% of their migrant entitlement in the area of academic personnel as opposed to those LEAs with the highest concentration of migrant students (category 5) which would be expected to spend

between 34-35% in the same area. Similarly, Category 1 LEAs would be expected to utilize between 0.1-0.2% of the funding in the area of parent involvement, while Category 2 LEAs would utilize between 1- 2% of the funding in the same area. Meanwhile, Category 4 LEAs would be expected to utilize between 11- 12% of the total funding for parent involvement.

This concept of predictability is intriguing as it allows for projections of anticipated expenditure based upon concentration of migrant students. However, and more telling, it brings to light the concept that LEAs with a lower concentration of migrant students are likely to expend far less of their migrant funding for academic personnel and parent involvement as compared to LEA colleagues with higher concentrations of migrant students.

In consideration of the total migrant entitlement categories, five of the ten expenditure classifications were found to interact with the category in a significant relationship. They are: (a) total personnel, with accuracy of over 97%; (b) academic personnel, with accuracy of 100%; (c) school readiness, with accuracy of over 98%; (d) parent involvement with accuracy of over 95%; and (e) health, with accuracy of over 98%.

Given that most post hoc tests found the significance of the relationships to be attributable to the pairwise differences in means between small entitlements and large entitlements, it can be concluded that the extremes in LEA total migrant entitlement are substantial contributing factors to the expenditure trends of those LEAs. The Post Hoc tests indicated that the significance found between the category of LEA and the expenditure classification of *total personnel* could not be attributed to any particular

category. However, for the *academic personnel* expenditure classification, the significance of the relationship can be attributed to the pairwise difference in means between category 1 (\$0 to \$20,000) to category 3 (\$100,001 to \$250,000), and category 4 (\$250,001 to \$750,000) to category 5 (\$750,001 to 4,010, 000). Similarly, the significance of the relationship between the category of LEA and the expenditure classification of *school readiness* can be attributed to the pairwise difference in means between category 1 (\$0 to \$20,000) to category 4 (\$250,001 to \$750, 000), while the significance of the relationship between the category of LEA and the expenditure classification of *parent involvement* can be attributed to the pairwise difference in means between category 1 (\$0 to \$20,000) to category 3 (\$100,001 to \$250,000). Finally, the significance of the relationship between the category of LEA and the expenditure classification of *health* is attributable to the pairwise difference in means between category 1 (\$0 to \$20,000) to category 5 (\$750,001 to \$4,010,000).

In summary, given that no relationships based in total student membership were found to be significant, it was concluded that the category of total student membership was not a good predictor of expenditure of migrant funding. However, given that 5 of 10 expenditure classifications were found to be significant, when considered in relationship to total migrant entitlement, it was concluded that total migrant entitlement was a good predictor of how an LEA expended migrant funding, and in what percentages of the total amount. Finally, the density of the migrant population in an LEA, the ME/SM value, was a good predictor of how an LEA expended funding in the areas of academic personnel and parent involvement. While the relationship between category of LEA and expenditure classification was not as telling as anticipated, it does lend itself to some

predictability in certain classification and under some circumstances of characteristics of LEAs. However, it also provides broader, heightened awareness of the lack of predictability in many situations as it relates to the expenditure of migrant funding across LEAs.

Implications for Policy and Practice

Annually, nearly 20 million dollars are allocated by the federal government to the State of Florida for the purpose of meeting the unique needs of migrant students. The purpose of this study was to determine how Title I, Part C, funding is expended to meet the unique educational needs of migrant students, as identified by NCLB (2002), the Federal Office of Migrant Education (OME), the CNA, and the SDP. The study also sought to determine the kinds of programs and services LEAs implement in meeting the unique educational needs of migrant students. Further, this study explored the relationship between the expenditure of Title 1, Part C, funding by the LEA in a 3-year aggregate period AY2007-09 and the LEA characteristics of: total population of the LEA, the total migrant entitlement, and/or the proportion of migrant students within an LEA (ME/SM value).

The study found that a greater portion of Title 1, Part C, funds are spent on non-academic purposes rather than academic program that directly addresses the academic challenges facing migrant students. The study also demonstrated that an overwhelming majority of the programs articulated by LEAs are found directly in the suggestions of the SDP. There was little in the way of unique or original programming that went beyond that which is suggested in the SDP. The final major finding was the characteristics that may impact the spending practices of an LEA, the total migrant entitlement showed the

most significance in predicting the expenditures of Title 1, Part C, funds.

Conclusions

Three primary conclusions emerged to augment the limited body of research on migrant education policy and practice, as a result of this study. Those conclusions are presented as enumerated sections:

1. Title 1, Part C, funding is primarily being used for non-academic purposes.

This is a concern when related to the original program purpose stated in Title 1, Part C, Section 1301, which states:

It is the purpose of this part to assist States to —

(a) support high-quality and comprehensive educational programs for migratory children to help reduce the educational disruptions and other problems that result from repeated moves;

(b) ensure that migratory children who move among the States are not penalized in any manner by disparities among the States in curriculum, graduation requirements, and State academic content and student academic achievement standards;

(c) ensure that migratory children are provided with appropriate educational services (including supportive services) that address their special needs in a coordinated and efficient manner;

(d) ensure that migratory children receive full and appropriate opportunities to meet the same challenging State academic content and student academic achievement standards that all children are expected to meet;

- (e) design programs to help migratory children overcome educational disruption, cultural and language barriers, social isolation, various health-related problems, and other factors that inhibit the ability of such children to do well in school, and to prepare such children to make a successful transition to postsecondary education or employment; and
- (f) ensure that migratory children benefit from State and local systemic reforms.

The program purpose does articulate, in part, the need for supportive services. However, the primary purpose of the program clearly states that the education of the students is paramount. In addition to the original program purpose, the “Seven Areas of Concern” that resulted from the CNA pilot project indicated that access to services and health were concerns for the education of migrant students (CNA, 2005). Additionally, while it can be argued that the non-academic services are stated as possible expenditures, the first four areas of concern focus directly on the education of the students. Finally, the SDP, which most directly influences the expenditures of migrant funding, states that Identification and Recruitment of migrant students is a goal area. However, Identification and Recruitment is the only goal area that is not specifically stated in either the CNA (2005) or in the seven areas of concern from the federal Comprehensive Needs Assessment pilot project (SDP, 2006).

This research demonstrated that when migrant entitlement is taken as a LEA factor, the expenditure of funding in the area of academic personnel can be predicted with 100% accuracy. That being said, the utilization of funding

for academic personnel ranges from 3% to 32% of the total migrant budget, while the total personnel expenditure ranges from 57% to 82% of the total migrant entitlement. It follows that much of the migrant resources are being expended on personnel, yet not primarily on academic personnel. The descriptive data demonstrates that of the total state expenditure in personnel (80% of the total state migrant entitlement), 37% of that total is expended for academic personnel while 63% is used for non-academic personnel. The analysis indicated that the positions included in the non-academic personnel classification to be administrators, secretaries, recruiters, custodians, and other personnel who not directly providing educational services to students.

2. Regulation and oversight provided by the Florida Office of Migrant Education permit the overwhelming range of expenditures across the state. The range of expenditures found in each expenditure classification followed the direct suggestions listed in each of the goal areas of the SDP and was in compliance with the grant application guidelines. The total academic and total non-academic expenditure classifications demonstrated a range of 98.35% from low to high. In addition, in analyzing the seven expenditure classifications that have a possible range from 0% to 100%, which include: (a) total academic, (b) total non-academic, (c) total personnel, (d) academic personnel, (e) non-academic personnel, (f) academic programs, expenses, and services, and (g) non-academic programs, expenses and services, the average range is 93.29%. This conclusion discredits the original assertion of the researcher that policy is driving the expenditure practices of LEAs. Instead, when considered with the

lack of variety or differentiated programming discovered in the narrative sections of the grant applications, a question of the appropriateness of the oversight and regulation is more accurate than the initial assertion of the researcher. LEAs are expending funds within the guidelines; however, the guidelines permit expenditure practices that are contradictory to the original stated purposes of the Migrant Education Program.

3. The findings of the statistical analysis demonstrated that the size of the migrant entitlement for each LEA showed significance in five of ten expenditure classifications. In consideration of the descriptive statistics of total state entitlement, the mean value in personnel expenditure was 69% of the total migrant entitlement for each LEA; however, the academic personnel mean was 18.3%. The five categories within the academic personnel classification ranged in mean value from 3.05% - 32.19%. These mean scores are observed to generally increase as the size of the entitlement increases. Upon a closer examination of the LEA category 5, which represents 70.6% of the total migrant funding in the state, the nine LEAs demonstrate a range in expenditure in academic personnel from 4.09% to 52.01% with a mean of 30.59%.

The observable mean score distribution as well as the extreme range in a category that were attributable to a substantial portion of the total migrant entitlement of the state demonstrates the need for oversight and policy changes in order to ensure that the academic needs of the migrant students are met by the LEAs.

Implications and Recommendations for Policy Makers and School Leaders

The purpose of research in public policy is to provide alternatives current policy for policymakers (Fowler, 2004), in this case to inform policymakers of the practice of LEAs in regards to migrant education. As a result of the findings of the study, the following recommendations are made to policy makers:

1. The system of Identification and Recruitment of migrant children in the state of Florida should be a function of the state Office of Migrant Education and not a function of the LEAs. The funding utilized in personnel across the state for this non-academic purpose is tremendous and a more fiscally responsible and efficient approach must be created. The original plan for migrant education articulated at the 1966 conference addressed the need for a system of statewide recruiters who were trained specifically for the purpose of identifying migrant students and families, as well as strategies to recruit migrant families that work in the various areas of agriculture in Florida (Morse, 1966). This approach would, in turn, limit the funding provided to LEAs to functions other than Identification and Recruitment, that is to say, this would decrease the amount of funding LEAs expend on non-academic expenses for identification and recruitment and free those funds for use in direct educational programs and services. Implementation of this recommendation would be to analyze the structural components of identification and recruitment systems in each of the SEAs in the country to determine a statewide model that would best facilitate the needs of the state.

2. Spending formulas should be implemented through the LEA grant process that encourages a differentiation of program offerings to meet the unique educational needs of migrant students in the LEA. However, the guidelines should specify a cap of the migrant entitlement of an LEA for non-academic expenditures, while stipulating that the remaining LEA migrant entitlement be spent to provide direct academic services per the goal areas of the SDP.

The Council of the Great City Schools has completed expenditure analyses to determine how educational funding is utilized as a result created a national average of educational funding usage (Council of the Great City Schools, 2005). Implementation of this recommendation should be underpinned utilizing this existing data as a framework which would necessitate a substantial shift in the current spending practices by the LEAs in the state from primarily non-academic expenses to academic expenses which currently is 38.44% of the total migrant entitlement to be more aligned with the 67.4% national average (Council for Great City Schools, 2005).

3. Incentives should be provided to LEAs to create consortiums. They should be based on the total average number of migrant students in a given geographic area and could be guaranteed that every consortium would receive no less than \$250,000 in migrant entitlement funding (Category 4), subject to the expenditure caps described in recommendation #2. These consortiums would be charged to supporting school personnel with creative programming and specialized staff development that would meet the academic needs of the migrant students served by the LEAs of the consortium.

4. The Florida Office of Migrant Education must create a system of greater oversight to ensure that migrant expenditures meet the academic needs of migrant students. Each grant application must be scrutinized to meet the minimum specifications designated in the plan articulated in #2. The dichotomous relationship between the SDP and the stated program goals of Title 1 Part C create loop holes for LEAs to exploit in boilerplate language. The data that will be coming available after the new state program evaluation is complete will provide specific data in regards to effectiveness of program. As such, the narrative and budget narrative sections of the grant application should be combined to allow for a greater description of each budgetary expenditure, which includes how each expenditure is directly linked to the academic needs of the migrant students.
5. School-wide use policies must be reinstated to permit school personnel the ability to use funding to meet the educational needs of the students in their charge. For example, the incorporation of instructional coaches should be permitted to work with all teachers of migrant students. This would reduce redundancy in personnel expenses and benefit all children. Consistent and on-going staff development of all teachers of migrant students must be in place to ensure that the unique academic needs of migrant students are being met, whether in the regular classroom or in additional programs and services tailored to migrant students. ESCORT is currently in the process of researching the implementation of a coaching model as a primary instructional use of migrant funding (ESCORT, n.d.).

As a result of the findings of the study, the following recommendations are made to school leaders:

1. Focus migrant programming outside of the school day to ensure that migrant students are receiving academic support in addition to and beyond that which is provided in the classroom. This will provide a venue to differentiate instruction to meet the unique needs of migrant students. A school that serves a population with over 40% the students in the migrant program spends 100% of migrant funding on academic programming by providing three migrant resource teachers and a tutor. These personnel analyze and interpret data that is created through standardized testing upon the arrival of migrant students at the school. An academic support program is then created for each student in conjunction with the migrant support staff, the regular classroom teacher, and the building leadership. The academic support plan is focused on the student meeting grade level expectations in reading and math rather than simply completing regular assignments of the school. In addition, students have access to a comprehensive academic after school program that focuses on the literacy and mathematic needs of a transient population. Each migrant student in the school is tracked by the migrant support staff through the Migrant Academic Support Program (MASP). The MASP provides the current academic functioning in addition to the general biographical data of each student as well as the specific migrant support provided to each student. This specific support is in addition to the regular classroom curriculum and interventions that are afforded to all students in the school.

2. Create a climate among the educational professionals of the school that builds awareness of the challenges facing migrant students and encourages them to commit to the success of these unique learners. This should be accomplished by infusing the “Seven Areas of Concern” and the goal areas of the SDP into the school culture. The school climate should provide immediate support for the student with clear and concise expectations for academic success and positive interactions. The school discipline plan must be clear and consistently taught throughout the school year to ensure that the new students are being taught the same clear and consistent message that all students receive during the typical opening of school.
3. School leaders must be involved in the policy making for migrant students and should be encouraged to participate on FLDOE committees. The researcher’s awareness was heightened when he was invited to and became an active participation in the policy making process for the state program evaluation.

Recommendations for Future Research

Migrant education is a topic with limited exposure in scholarly journals. As such, further research must continue to inform the field and bring awareness of the plight of this disadvantaged population of children. The findings and conclusions generated from this study indicate the need for additional research in the following areas:

1. This study found areas of expenditure as well as significant data in the area of the size of the migrant entitlement. A future study is needed to investigate the specific academic achievement of migrant students for each LEA. Data to support this type of research will become available in AY2011 through the

newly implemented Florida Migrant Education Program Evaluation.

2. The variations and possible inconsistencies found between the budget narrative analysis and the narrative program analysis necessitate a need for a qualitative study, including on-site observations of programs in the various migrant entitlement categories of LEAs. A study of this nature will serve to further the discussion of program effectiveness and fiscal efficiency that are critical in the political education climate of today.
3. A cohort study, focused on students who move to Florida during their annual migration along the Eastern Migratory Stream, is needed. The purpose of this research would determine the effectiveness of the Florida migrant education program as measured by the success of the children as a means to determine if the program goals are being met.

Reflections

Migrant education is a professional fixture in the researcher's current position as he serves a population of over 300 migrant students annually with a budget that would place his school in LEA category 4 of the migrant entitlement in this study. He has observed all too many practices of migrant education expenditures with no direct impact on student educational needs, but rather for travel to conferences or simply school personnel expending funding in a manner which attempts to circumvent the supplanting provisions of the legislation.

He brought a number of preconceived notions to this study, some of which were confirmed. Expenditure of migrant funding is erratic and is not based on a programmatic premise. He believed that funding was being funneled away from academic programming

for Identification and Recruitment. While there were no explicit descriptions linking expenditures to identification and recruitment, it was evident that substantial funding is directed away from academic programs and to non-academic personnel.

When beginning this study, the researcher was concerned that some funding was being utilized for purposes not directly tied to student learning. However, he was unprepared for the magnitude of the funding that is directed away from student learning. As well, the researcher was shocked by the amount of funding expended on cell phones, purchasing new vehicles, lucrative copier maintenance contracts, and gasoline.

As this study was being concluded, a new blueprint for the next re-authorization of ESEA was being presented nationally, which calls for an enhancement of the migrant spending stream to meet the unique educational needs of migratory children. Given the current oversight and policy governing the utilization of Title I, Part C, funding, it must come into question the wisdom of continuing to fund or enhance the funding of a program in which there is little accountability or concern for efficacy (USDOE, 2002).

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It is the hope of the researcher that this study will reignite the discussion on migrant education as a program that needs to be scrutinized for effectiveness and thereby serve the migrant students in a more efficacious manner. It cannot be sustained as only as

a service of the heart to assist a disadvantaged segment of population who is a driving force in the agricultural economics our country.

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