# LEAVING NO STONE UNTURNED:

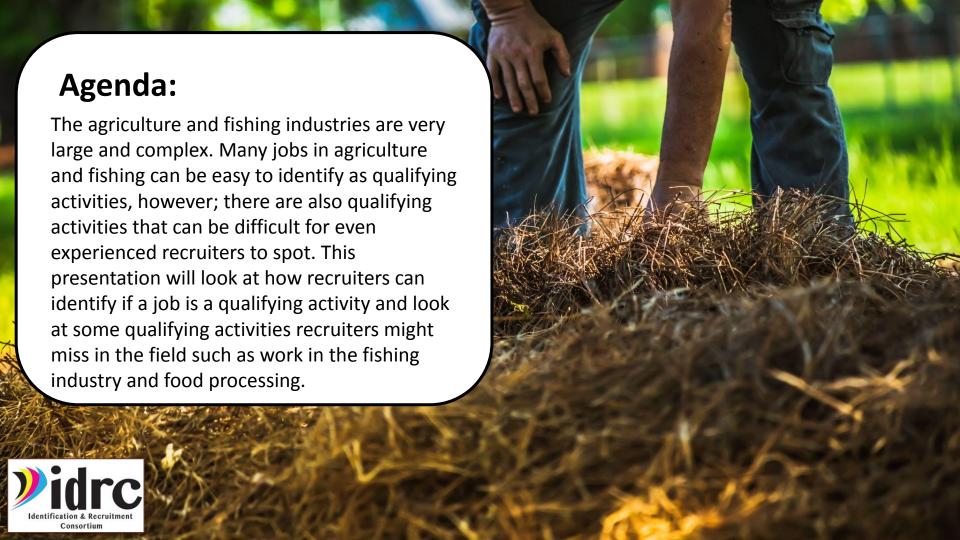
Exploring Non-Traditional Qualifying Activities

### **Justyn Settles**

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## The Importance of Non-Traditional Activities

Every state has their primary crops or industries that recruiters encounter regularly. Recruiters often have a lot of experience with these industries and can easily identify them as qualifying work in the agriculture or fishing industries.



### The Importance of Non-Traditional Activities

It can be easy for recruiters to focus entirely on their region's primary industries and overlook businesses or industries they may not have as much experience with

For example, it can be easy for recruiters in an area with a lot of dairy farms or processing plants to miss seasonal qualifying work because they lack the experience needed to identify it.





### The Importance of Non-Traditional Activities

However, if we only focus on the primary industries in our area we can miss out on finding entire groups of students who might be eligible.

It is important for recruiters to be balanced in their efforts, focus on both seasonal and temporary workers, and continue to explore all possible qualifying work in their area to ensure they are finding all students.





To help you identify what activities are qualifying activities, it is important for recruiters to know all the resources they have available to them for identifying qualifying activities.

To begin with, it is important for all recruiters to be well versed in the Non-Regulatory Guidance and know how to properly use it to determine if a job may qualify.





The Non-Regulatory Guidance, or NRG, is the recruiting rule book.
The NRG is produced by the Federal Office of Migrant Education and features all the regulations that govern MEP.

### GUIDANCE

Education of Migratory Children under Title I, Part C of the Elementary and Secondary Education Act of 1965



SELECTED CHAPTERS REVISED March 2017

U.S. Department of Education Office of Elementary and Secondary Education



Chapter 2 of the Non-Regulatory Guidance is the most important chapter for determining eligibility. Chapter 2 contains all the rules that govern the eligibility of migrant students and what is considered to be qualifying work.

### GUIDANCE

Education of Migratory Children under Title I, Part C of the Elementary and Secondary Education Act of 1965



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Question C4 (pg in Chapter II of the Non-Regulatory Guidance defines the term "qualifying work." According to the NRG, "qualifying work" means any work that is temporary employment or seasonal employment or personal subsistence in agriculture or fishing.

#### GUIDANCE

Education of Migratory Children under Title I, Part C of the Elementary and Secondary Education Act of 1965



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Sections F (pg. 24) and G (pg. 29) of Chapter II in the Non-Regulatory Guidance reviews what recruiters must know in order to determine if a job can be considered agricultural or fishing or seasonal or temporary for the purposes of eligibility.

### GUIDANCE

Education of Migratory Children under Title I, Part C of the Elementary and Secondary Education Act of 1965



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U.S. Department of Education Office of Elementary and Secondary Education



Recruiters should read at least once every two months Sections F (pg. 24) and G (pg. 29) of Chapter II in the Non-Regulatory Guidance to make sure they are well knowledgeable on the rules governing qualifying work.

### GUIDANCE

Education of Migratory Children under Title I, Part C of the Elementary and Secondary Education Act of 1965



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It is important to note that the guidance does not contain a list of activities that definitively do or do not count as qualifying work.

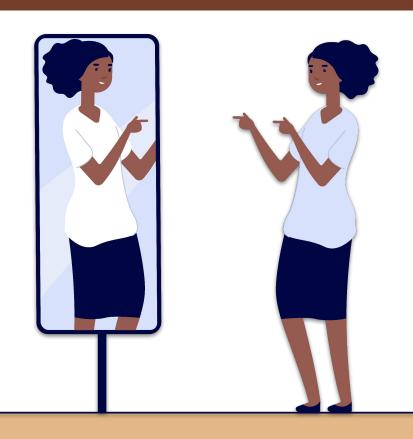
While some examples are provided, recruiters must learn how to take the rules and information provided by the Non-Regulatory Guidance and make their own decisions in the field.





Some recruiters can be hesitant to qualify students when they encounter a new qualifying activity because they are worried they might be wrong.

Don't be afraid to make a decision in the field. You will most likely be correct as long as you can support the decision you have made using the rules contained in the guidance.





All states, as part of their quality control procedures should have protocols for tackling any questions related to eligibility

If you ever have any questions you are not able to answer, reach out to your supervisor to let them know your question so it can be answered through the proper channels.



To identify if a job can be considered qualifying work you must first collect as much information as possible about the job. The better you understand the job and its role in the agricultural process, the easier it will be to determine if it is qualifying work.





When you encounter the new job in the field be humble and ask as many questions as you can.

Many times if you admit to the worker or farmer you do not understand the job but want to learn more, they are willing to teach you.





Questions to ask to learn about potential qualifying work:

- What is the job/task?
- Where is this job/task performed?
- What is the agricultural/fishing product being created?
- What happens before and after this job in the agricultural process?
- When during the year is this job performed?
- How often is this job performed?
- How many people have the same job/task?





Once your research has been completed, you are ready to see where the job/activity falls within the regulations outlined in the guidance.

Begin by determining if the job can be considered agricultural or fishing work by reading the definitions of each.





You can also use the internet or state documentation to help you learn more about the potential qualifying work.

Many states' Department of Agriculture websites can be searched for information on the state's agricultural industries.



The Department of Agriculture and Rural Development in Michigan published a document highlighting each of the state's crops, when they are in season, and who you can contact to learn more about the crop.





The Department of Agriculture in New Jersey has a website dedicated to the state's fishing industry. The website included statistics on the state's aquaculture industry and a directory of seafood processors.



https://www.jerseyseafood.nj.gov/suppliersearch.html



Be sure to take as many notes as you can while asking questions or conducting online research about the potential qualifying work. If you have encountered the job, it is likely other recruiters may also encounter the same job and you can help teach them by sharing your notes/documentation.





If you believe the job/activity you found can lead to finding more students in your area or in other parts of the state work with your supervisor to create state documentation explaining the job, and the information you obtained, and why it qualified.

The documentation can be shared with other recruiters and used to add clarity if there is an audit or confusion about the student eligibility.



Question F1 (pg. 24) of Chapter II of the NRG defines "agricultural work" as "the production or initial processing of raw agricultural products, such as crops, poultry, or livestock; dairy work; as well as the cultivation or harvesting of trees, that is performed for wages or personal subsistence."

### Chapter II: Child Eligibility [Non-Regulatory Guidance — March 2017]

for the MEP. Consistent with the COE instructions, the Department requires an explanation in the Comment section of the COE if the child preceded the worker, or joined the worker at a later date.

### E3. What is the QAD when a child moves before or after the worker?

In situations where the child and worker do not move at the same time, the Department considers the QAD to be the day that the child and worker complete the move to be together. That is, if the child's move precedes the worker's move, the QAD is the date that the worker arrived. If the child's move follows the worker's move, the QAD is the date that the worker arrived. If the child are the child arrived the child arrived the child arrived to the child are the child arrived.

#### E4. How much time may separate the worker's move from a child's move "to join" a worker?

The time limit depends on the circumstances. The Department believes that, as a best and safe practice, the child's move should generally occur within 12 months of the worker's move, and that after one year it is difficult to link the child's move to the worker's move. Nonetheless, there may be unusual circumstances that prevent a child from moving within 12 months of the worker's move, or vice versa. In these cases, consistent with the COE instructions, the Department recommends that an SEA document in the Comments extend of the COE its between the two moves, or that the worker moved to join the child after a similarly prolonged period.

### F. Agricultural Work or Fishing Work

Agricultural Work

### F1. What is the definition of "agricultural work" for purposes of the MEP?

"Agricultural work" is:

- the production or initial processing of raw agricultural products, such as crops, poultry, or livestock; dairy work; as well as the cultivation or harvesting of trees, that is—
- 2. performed for wages or personal subsistence.

See section 1309(2) of the ESEA and 34 C.F.R. § 200.81(a).

### F2. What does "production" mean?

The Department considers agricultural production to mean work on farms, ranches, dairies, orchards, nurseries, and greenhouses engaged in the growing and harvesting of crops, plants, or vines and the keeping, grazing, or feeding of livestock or livestock products for sale. The term also includes, among other things, the production of bulbs, flower seeds, vegetable seeds, and specialty operations such as sof drams, muslroom cellars, and cranberry bogs.

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Question F16 (pg. 26) of Chapter II of the NRG defines "fishing work" as "the catching or initial processing of fish or shellfish; as well as the raising or harvesting of fish or shellfish at fish farms, that is, that is performed for wages or personal subsistence."

### Chapter II: Child Eligibility [Non-Regulatory Guidance — March 2017]

planting seedlings; transplanting; staking; watering; removing diseased or undesirable trees; applying insecticides; shearing tops and limbs; and tending, pruning, or trimming trees.

### F11. What does "harvesting" mean in the context of trees?

For the purposes of the MEP, "harvesting" refers to the act of gathering or taking of the trees.

### F12. What are examples of work that can be considered the harvesting of trees?

The Department considers the harvesting of trees to include work such as topping, felling, and skidding.

### F13. What types of work are not considered part of the cultivation or harvesting of trees?

The Department believes that the following activities are *not* part of the cultivation or harvesting of trees: clearing trees in preparation for construction; trimming trees around electric power lines; and cutting logs for firewood.

### F14. Does transporting trees from a harvesting site to a processor (sawmill) qualify as agricultural work?

No. Transporting trees is not agricultural work for purposes of the MEP because it occurs after the cultivation and harvesting of trees.

### F15. Is initial processing of trees considered agricultural work?

Yes. Because trees are a raw agricultural product, the initial processing of trees is considered agricultural work.

#### Fishing Work

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See 34 C.F.R. § 200.81(c).

#### F17. What is a "fish farm"?

For purposes of the MEP, the Department considers a fish farm to be a tract of water, such as a pond, a floating net pen, a tank, or a raceway reserved for the raising or harvesting of fish or shellfish. Large fish farms sometimes cultivate fish in the sea, relatively close to shore. The fish are artificially cultivated, rather than caught, as they would be in "fishing." Fish species raised

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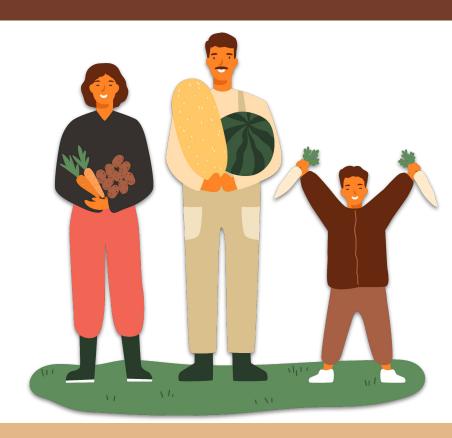
Remember: for work to be considered agricultural or fishing it must be connected with a product that is going to be sold or consumed. The product cannot be for recreational purposes or be considered as a pet. These rules are especially important when determining if an animal could be considered livestock.





Once you have identified if the work is considered to be agricultural or fishing work, you have to determine if the work is part of the initial production or processing of the product.

Read through the definitions in the guidance and see where the job you are investigating falls in the agricultural process.





Question F2 (pg.24) defines what production means for agricultural work.

F4 (pg. 25), F5 (pg. 25), and F18 (pg. 27) provide examples of what kind of jobs would be considered production for agricultural and fishing work.

### Chapter II: Child Eligibility [Non-Regulatory Guidance — March 2017]

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The production process can include all steps from preparation for the product and often ends with the collection of the agricultural product such as the harvesting of a crop or the collection of eggs from a poultry farm.





Question F20 (pg.27) defines what initial processing means for agricultural and fishing work.

F21 - F23 (pg. 27) provide examples of what kind of jobs would be considered initial processing for agricultural and fishing work.

### Chapter II: Child Eligibility [Non-Regulatory Guidance — March 2017]

on fish farms include, but are not limited to, catfish, tilapia, salmon, cod, carp, eels, oysters, and clams.

### F18. What are examples of work on a fish farm that would qualify as fishing work?

For the purposes of the MEP, examples of work on a fish farm that would qualify as "fishing work" include, but are not limited to, raising, feeding, grading, collecting, and sorting of fish, removing dead or dying fish from tanks or pens, and constructing nets and cages.

### F19. Is the act of catching fish or shellfish for recreational or sport purposes "fishing work"?

No. These activities are not performed for wages or personal subsistence.

Initial Processing

#### F20. What does "initial processing" mean?

The Department considers "initial processing" to be work that (1) is beyond the production stage of agricultural work and (2) precedes the transformation of the raw product into something more refined. It means working with a raw agricultural or fishing product.

### F21. What are examples of "initial processing" work in the poultry and livestock industries?

For the purposes of the MEP, examples of "initial processing" work in the poultry and livestock industries include, but are not limited to: stunning; slaughtering; skinning; eviscerating; splitting carcasses; hanging; cutting; trimming; deboning; and enclosing the raw product in a container.

### F22. What are examples of "initial processing" work in the crop industry?

For the purposes of the MEP, examples of "initial processing" work in the crop industry include, but are not limited to: cleaning: weighing; cutting; grading; peeling; sorting; freezing, and enclosing the raw product in a container.

### F23. What are examples of "initial processing" work in the fishing industry?

For the purposes of the MEP, examples of "initial processing" work in the fishing industry include, but are not limited to: scaling; cutting; freezing; dressing; and enclosing the raw product in a container.

### F24. When does "initial processing" end?

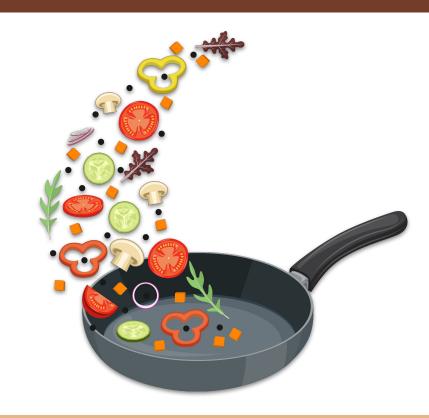
The Department considers a product no longer to be in the stage of "initial processing" once the transformation of the raw product into something more refined begins. The Department believes that work up to, but not including, the start of the transformation process is agricultural or fishing work for purposes of the MEP. However, work such as placing raw chicken breasts into the oven for cooking, adding starter cultures to milk to make cheese, or applying necessary

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It is important to remember that initial processing ends once the product has begun to be transformed into something more refined or is packaged.

A product is considered to be more refined when it has begun to be cooked, when something is added to the product, or when it has begun to be turned into a new product.





Preparing agricultural products for delivery such as driving forklifts to load trucks or hauling agricultural products away from the packing facility does not count as qualifying work because it is no longer part of the initial processing.





If you are struggling to determine if a job might be considered as production or initial processing of the product, look at the examples listed in the guidance and try to find a job that is similar to the one you are looking at. You can oftentimes determine if a job is qualifying work by finding similarities to jobs you are already familiar with.





It is important to make sure you understand all of the requirements of the job when determining if it counts as qualifying work.

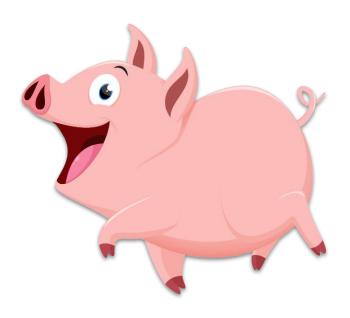
Some jobs have many steps and even if the primary job may not count as a qualifying work, the job may include steps that can be counted as qualifying work.





### **Example:**

A state found a group of workers who moved with H2B visas to construct hog pens and fences. Recruiters initially thought the works did not qualify. However, the recruiters found the workers have to herd and move the hogs before they are able to construct the pens. They then clean the enclosures and return the hogs when they are finished.





### **Remember!**

All qualifying work must also be classified as seasonal or temporary. When deciding if work is qualifying make sure the worker has not been employed for longer than 12 months and is not planning on being employed at the same location for 12 months.





# Identifying Qualifying Work

#### **Remember!**

Even seasonal workers who stay through for multiple crops cannot be employed for longer than 12 months. There must be a gap in their employment in order for the qualifying work to be considered seasonal.





#### Results.Ed.Gov Policy Q&As Website

Another great resource for deciding if a job is qualifying work is the OME Policy Questions and Answers website.

OME posts answers to questions on eligibility and features questions on qualifying work.



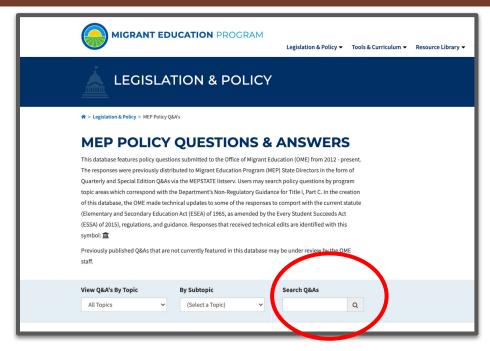
https://results.ed.gov/legislation/policy\_gas



#### Results.Ed.Gov Policy Q&As Website

You can search through the Questions and Answers to see if a question has already been asked about the work you are looking into.

Additionally, you can scroll through the questions to find if anything has been mentioned about a similar job.



https://results.ed.gov/legislation/policy\_gas



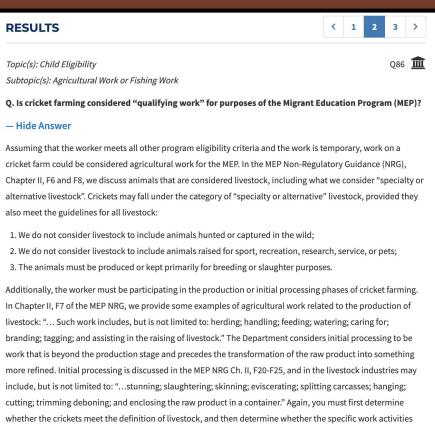
#### Results.Ed.Gov Policy Q&As Website

A great example of the type of questions you can find on the OME Policy Q&As website is Q86.

"Is Cricket Farming considered qualifying work?"

https://results.ed.gov/legislation/policy\_gas





meet the definition of production or initial processing.

According to the National Oceanic and Atmospheric Administration, the commercial fishing industry employs over 1.2 million people in the United States each year!

For comparison, the entire farm industry in the United States employs 2.5 million people each year.

https://www.fisheries.noaa.gov/data-tools/fisheries-economics-united-states-interactive-tool#





The National Oceanic and Atmospheric Administration website contains a lot of useful information to help recruiters.

There is a glossary of common terms in the fishing industry and data on the number of fishing commercial fishing industry jobs in each state.



https://www.fisheries.noaa.gov/



The National Oceanic and Atmospheric Administration website also contains contact information regional offices that oversee the commercial fishing industries and fish hatcheries.



https://www.fisheries.noaa.gov/contact-directory/regional-offices



According to the Great Lakes Fishery
Commission, the fisheries in the Great Lakes
region of the united states support more than
75,000 jobs!

Like the NOAA, the Great Lakes Fishery Commission oversees the fisheries in the Great Lakes.

http://www.glfc.org/the-fishery.php





Even if your state is not on the coast or near the great lakes, many states have commercial fishing in major rivers and fish hatcheries to help replenish the fish in the wild.

See if there is a fish hatchery near you by visiting the fish and wildlife services website:

https://www.fws.gov/fisheries/hatcheries/visit-a-hatchery.html





Qualifying work in the fishing industry includes work at fish hatcheries, fish farms, and commercial fishing done in rivers, lakes, or oceans.

Qualifying work includes all necessary work to catch fish, constructing and maintaining nets, casting fishing lines, reeling in nets, etc. and all work for the initial processing of the fish.





Examples of qualifying activities in the fishing industry:	
Building nets	Cleaning halibut
De-barbing tuna	Declawing Crabs
De-heading shrimp	Freezing salmon
Grading lobster	Gutting trout
Harvesting Roe	Packing crawfish
Shucking Oysters	Trapping crabs



A lot of families that work in the fishing industry are not traditional families that recruiters are used to encountering.



When tracking moves by boat, a family or migratory fisher may travel out into the water and return to the same port. It is important to ask questions to track where they traveled to in the water so you can track the move.

It can be helpful to ask, "What was the nearest port or city to where you were fishing?"





Some fishers may make multiple short-duration moves in a few months span for the fishing season. These moves may last only 2-3 weeks as they are catching their fish.

Question D5 in Chapter II (pg. 21) of the NRG looks at the minimum duration for a qualifying move and how recruiters can handle short-duration moves.



#### Question D5 in Chapter II (pg. 21) of the NRG:

#### **Duration and Distance**

#### D5. Is there a minimum duration for a qualifying move?

Although the statute and regulations are silent on the duration of a qualifying move, a migratory worker and a migratory child must stay in a new place long enough to show that the worker and child "moved," *i.e.*, changed residence due to economic necessity. Recruiters should carefully examine and evaluate relevant factors, such as whether the move to work was a one-time act or a series of short moves to work in order to augment the family's income. With respect to moves of such short duration (*e.g.*, less than a week) that an independent reviewer might question whether the move was a change in residence or "due to economic necessity," the Department recommends that the SEA establish a written policy for determining and documenting when and why these moves qualify for the MEP. Consistent with the COE instructions, the Department also recommends that recruiters explain in the Comments section of the COE why they believe that a move of very short duration would be considered a qualifying move.



One state that regularly recruits migratory fishers has a written policy in place stating that migratory fishers must make a minimum of <u>3</u> short duration moves in order to be considered a qualifying move.

If you encounter migratory fishers that are making short duration moves, reach out to your supervisor to see if your state has a policy in place.



Besides fish farms or commercial fishing, there are many seafood processors along the coast and in-land that process fish, shrimp, oysters, and more.

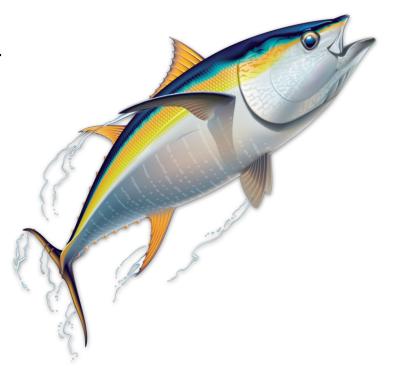
There are organizations like the West Coast Seafood Processors Association (WCSPA) dedicated to serving those who work in the seafood processing industry.

https://www.wcspa.com/



One important aspect of recruiting migratory fishers is determining if the work is seasonal or temporary.

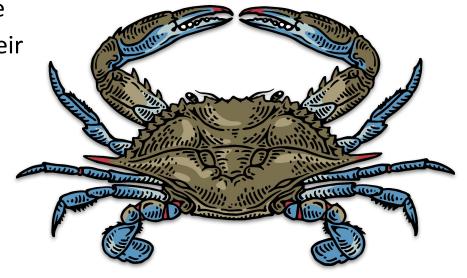
Properly determining if the work is seasonal or temporary be tricky because it depends on the fish, shellfish, and even state laws.





Certain fish, shellfish, and other aquaculture products have seasons controlled by nature where they are easier to catch or where their numbers are increased.

For example, in the Chesapeake Bay area blue crab season is December to March because the cold weather makes the crabs more docile and easier to catch.





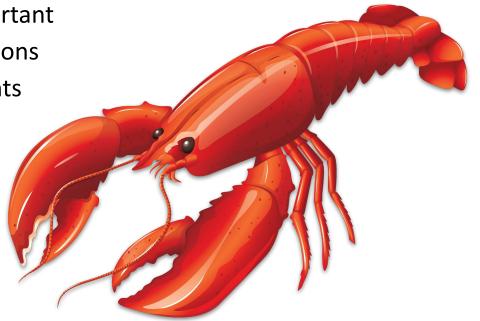
Some states have laws that put legal seasons in place for fishing work. The laws prohibit fishing from taking place outside of certain months.

For example, each year the Louisiana
Department of Wildlife and Fisheries analyzes
the oyster population and posts on their
website the dates oyster fishing may take
place.





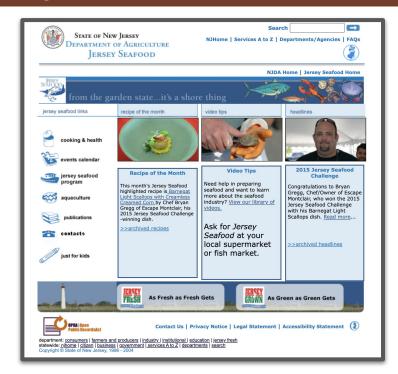
When recruiting migrant fishers it is important to do thorough research on the legal seasons put in place by state and local governments and the natural seasons of the fish and shellfish in your area.





Use Google or other internet resources to search for seafood processors in your area. Most states have a website produced by the Department of Agriculture dedicated to the seafood industry.

For example, the New Jersey Department of Agriculture has a website that includes a directory of seafood suppliers and processors.



https://www.jerseyseafood.nj.gov/



Introducing the IDRC Ag Focus Pages

IDRC has a new section of the website where we will regularly be featuring different agricultural industries. These pages will highlight industries recruiters might miss and provide links to helpful resources.

The first **Ag Focus Page** is all about the Fishing industry!

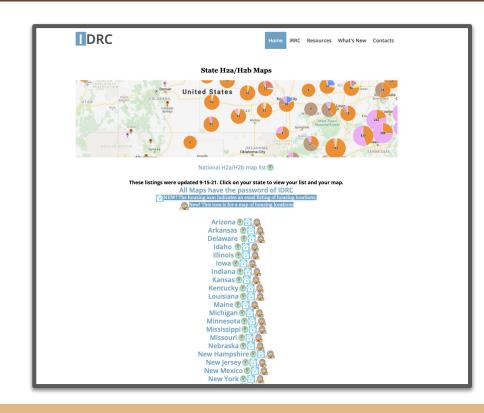






A lot of seafood processors also bring in H2A or H2B workers to help alleviate the workload. These processors can be found on the free H2A and H2B maps available on the IDRC website.

https://www.idr-consortium.net/H2aH2bMaps.html





#### **Large Scale Food Processors**

Another area where recruiters may miss qualifying work is in the food processing industry.

There are several large companies that buy fruits and vegetable wholesale to process it and package it for retail.





## **Large Scale Food Processors**

Many of these companies operate processing plants around the country and can be easy for recruiters to miss because the plants are not directly connected to fields or a farm.

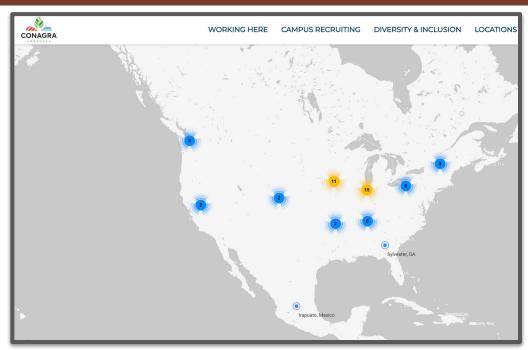
Top 5 Fruit and Vegetable Processors in the United States	
Business Name	Corporate Office Location
1. General Mills Inc.	Minneapolis, Minnesota
2. J.R. Simplot Co.	Boise, Idaho
3. ConAgra Foods Inc.	Omaha, Nebraska
4. Pinnacle Foods Inc.	Parsippany, New Jersey
5. Bellisio Foods Inc.	Minneapolis, Minnesota



#### **Large Scale Food Processors**

You can find the locations of the processing plants by visiting the corporate websites.

Sometimes websites will include contact information for the plant or HR to help you.



https://careers.conagrabrands.com/Plants



#### **Training Review:**

Please fill out the IDRC Training review form by using the link below or the scanning the QR code with the phone's camera

#### **Training title:**

The Art of Getting a Referral

https://www.surveymonkey.com/r/IDR CStaffTrainingEval21-22





#### Contact Info

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