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A HISTORY of **THE EMERGENCY FARM LABOR SUPPLY PROGRAM** **1943-47**

by Wayne D. Rasmussen



Agriculture Monograph No. 13

U. S. DEPARTMENT OF AGRICULTURE
BUREAU OF AGRICULTURAL ECONOMICS
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WAR RECORDS MONOGRAPHS

The War Records Project of the United States Department of Agriculture, assigned to the Bureau of Agricultural Economics in 1943, is part of a Government-wide project, initiated by President Roosevelt and coordinated by the Bureau of the Budget, to record the history of the Government's activities in World War II. The objectives of the Departmental project have been to collect, organize, and preserve the basic records of wartime administration and to prepare histories of the major war programs.

To supplement the studies of major programs a series of monographs was outlined to present in greater detail the wartime changes in various sectors of agriculture. Heretofore these supplementary accounts have been processed as War Records Monographs and issued either by the Bureau of Agricultural Economics or by other agencies in this Department.

- No. 1 - Farm Machinery and Equipment,
by Erling Hole. 22 pp. April 1946.
- No. 2 - Soil Conservation During the War,
by George W. Collier. 25 pp. March 1946.
- No. 3 - Sugar During World War II,
by Roy A. Ballinger. 33 pp. June 1946.
- No. 4 - War Food Order 135, Veterans' Preference
for New Farm Machinery and Equipment,
by F. M. Johnson. 15 pp. March 1947.
- No. 5 - Acquisition and Use of Land for Military and
War Production Purposes, World War II,
by Alvin T. M. Lee. 115 pp. August 1947.
- No. 6 - Fats and Oils in World War II: Production
and Price-supporting Programs,
by Robert M. Walsh. 30 pp. October 1947.
- No. 7 - Wool During World War II,
by John W. Klein. 104 pp. May 1948.

Other monographs in this series are being issued as Agriculture Monographs, published by the Department of Agriculture.

- No. 1 - Agricultural Wage Stabilization During World War II,
by Arthur J. Holmaas. 140 pp. June 1950.
- No. 3 - Citrus Fruit During World War II,
by Ben H. Pubols. 77 pp. June 1950.
- No. 9 - Meat and Meat Animals in World War II,
by Grover J. Sims. 149 pp. February 1951.

UNITED STATES DEPARTMENT OF AGRICULTURE
Bureau of Agricultural Economics

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By Wayne D. Rasmussen
Agricultural Historian

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INTRODUCTORY STATEMENT

The purpose of the wartime emergency farm-labor supply program was to assist farmers in producing vital food by making labor available at the time and place it was most needed. Certain aspects of the program, particularly the provision of housing and medical care, were adapted from a farm labor program that had developed during the depression. As this development influenced considerably the evolution of the 1943-47 program, the first two chapters of this monograph are concerned with Departmental activities undertaken before Congress made the first direct appropriation for the 1943-47 program, and with the change from depression-born social welfare programs based on an oversupply of labor to the war program based on a demand for labor far exceeding the supply.

The responsibilities assigned to the Department of Agriculture by Congress were carried out by the Extension Service and the Office of Labor. The Extension Service was charged with placement of all farm workers and with recruitment of domestic workers. In carrying out these functions, it developed a number of special programs. The Office of Labor was responsible for the importation of farm workers from neighboring countries and colonies where such labor was available. Both agencies had certain responsibilities for providing services to workers. In addition, the Office of Labor was assigned the duty of carrying out the agricultural wage stabilization program. A discussion of the wage stabilization program is omitted for two reasons. First, this program was a part of the general price-wage stabilization program rather than of the farm labor supply program, and, second, the program was the subject of a recent monograph published by the Department of Agriculture, entitled Agricultural Wage Stabilization in World War II, by Arthur J. Holmaas (Agr. Mono. No. 1, 1950).

Chapter 1.

FARM LABOR ACTIVITIES OF THE DEPARTMENT OF AGRICULTURE TO DECEMBER 7, 1941 1/

In the two decades immediately preceding World War II, an excess of labor in agriculture was becoming apparent as evidenced by low wages of farm labor; low standards of living of wage workers in agriculture; and underemployment and unemployment of farm workers. Wage rates of farm workers were consistently lower than wages of industrial labor and the difference became increasingly marked during the years between 1910 and 1940. During the depression period, the number of seasonal workers who followed the harvests of specialized crops along the West and East coasts and in the Southwest increased sharply. The normal stream of migrant workers into California, in particular, had been augmented by the drought in the Midwest in the 1930's which had forced thousands of farmers to leave their land (33,43:1355). At the same time, other groups of farm workers faced conditions of underemployment.

Many far-reaching factors contributed to a surplus of farm labor, with its consequent influence on the farm worker. Most immediate of these causes were: the end of agriculture's geographical frontier; reduction in the extent of good land available for cultivation because of soil erosion and depletion; the shrinking of export markets; and the increase in mechanization, technology, and general efficiency in agriculture. Improved farm practices, such as the use of new seed varieties, new fertilizers, and new insecticides, meant that more crops could be grown per acre of land. New machines greatly reduced the manpower requirements per acre. In addition, the Agricultural Adjustment and related programs encouraged the retirement of some land from production of soil-depleting crops which had required a considerable amount of labor. This reduced the demand for labor in some areas.

Not all results of these changes were readily apparent. The changing status of the farm laborer from an apprentice farmer to a wage worker with many of the disabilities of an industrial laborer was not easily seen. The growth of commercial farming fostered an impersonal employer-employee relationship, removing many of the safeguards the more personal relationship had given the worker. However, the attention of the public and the Government was drawn to the plight of seasonal workers by articles and books portraying the conditions under which they lived. Questions were asked, not only about the migrant workers, but about the factors that had gradually changed the whole farm-labor picture.

1/ Miss Grace T. Waibel wrote the first draft of this and the succeeding chapter.

Legislation Proposed to Protect Farm Workers

This new interest led to proposals for the extension of at least partial legislative protection to the farm laborer. However, farm laborers were never brought under the operation of the National Industry Recovery Act. A code to include agricultural labor in the Act was not submitted by any group of farmers. The Bureau of Agricultural Economics in the United States Department of Agriculture had drafted a code applicable to agricultural labor but had recommended that such a code not be adopted. The principal reasons advanced were that the complexity of the agricultural production system would make enforcement of the code difficult; that obtaining any compensating advantages for farmers similar to those obtained for industrial employers would be difficult; that neither farmers nor farm laborers were organized; that most laborers worked on farms where only a few hired hands were employed; and that farm employment was seasonal (55,pp.1009-1013). Subsequently, protection given industrial workers was denied agricultural workers in all such general labor legislation as the Wages and Hours Act, the Fair Labor Standards Act, and the Social Security Act.

The first legislative protection extended to farm workers was restricted to workers in the sugar industry. In 1933, during the discussion of the National Recovery Administration code for the sugar beet industry, attention was directed to conditions of agricultural labor in that industry, partly through the influence of the Department of Labor which had been interested because of the use of child labor. The National Recovery Administrator could take no action in that field but at his suggestion the President appointed the Dinwiddie Child Labor Committee, to study the situation (55,pp.436). This interest in the sugar beet workers was strengthened by the feeling that, as sugar was an imported crop with domestic producers highly subsidized, growers should maintain reasonable labor standards.

Investigations and recommendations of the Dinwiddie Child Labor Committee were largely responsible for the inclusion of the following labor provision in the Jones-Costigan Act of May 9, 1934:

all agreements authorized by the Act relating to sugar beet, sugar cane, or the products thereof, may contain provisions which will limit or regulate child labor and will fix minimum wages for workers or growers employed by the producers and/or processors of sugar beets and/or sugar cane who are parties to such agreements (91,48:670).

The effectiveness of the provision was weakened by the failure to make the establishment of minimum wages mandatory. Only one wage determination, limited to parts of Colorado, Montana, Nebraska, and Wyoming, was issued under the Jones-Costigan Act before certain provisions of the Agricultural Adjustment Act, to which the Jones-Costigan Act was an amendment, were declared unconstitutional in January 1936. However, the inclusion of labor provisions in future agricultural legislation was urged by the President, the Secretary of Agriculture, and the sugar industry (55,p.436).

The Sugar Act of 1937 provided the first effective regulation of minimum wages in agriculture. The Act required the producers of sugarcane and sugar beets, who wished to qualify for conditional Government payments, to comply with conditions governing the use of child labor, and to pay a minimum wage which had been determined by the Secretary of Agriculture after a public hearing (24,pp.57-58). Administration of these programs was first carried on by the Department of Agriculture in the labor unit of the Sugar Section, and later by the Tenure and Labor Relations Section of the Division of Program Planning in the Agricultural Adjustment Administration. 2/

Efforts were also made to include agricultural labor provisions in general labor legislation such as the Wages and Hours and the Social Security Acts. A report by the Secretary of Agriculture to Edwin E. Witte, chairman of the Committee on Economic Security making preliminary studies on social security legislation, recommended that all farmers be included. He took the view that sharecroppers were essentially no different from laborers, and that they should also be included. 3/ The Witte Committee recommended the inclusion of agriculture (36,p.211; 55,p.219), but Congress hesitated to include any agricultural wage workers in what was considered a new experiment. This exclusion, however, was apparently not intended to be a permanent one (17,p.3).

In addition to attempts to include agricultural-labor standards and protection in Congressional legislation, efforts had been made even earlier, although unsuccessfully, within the United States Department of Agriculture, to include labor standards in the marketing agreements authorized by the Agricultural Adjustment Act. Inclusion of such standards was favored by the legal division of the Agricultural Adjustment Administration, which was directly concerned with the drafting of the agreements. Some opposition to labor standards was aroused in the

2/ Memorandum, Committee on Agricultural Labor (L. H. Bean, Mercer Evans, W. T. Ham, Russell S. Kifer, Roy F. Hendrickson) to the Secretary of Agriculture, Sept. 3, 1937.

3/ Interview with William T. Ham, Nov. 16, 1944.

Administration on the grounds that the growers would not sign contracts which contained such provisions. The resignation of Jerome Frank, general counsel for the Administration, in February 1935, allowed the issue to lapse. 4/

Revived interest in this issue came with the recommendation in the September 3, 1937, report of the intra-departmental committee appointed by Henry A. Wallace, Secretary of Agriculture, that labor standards be made a part of marketing agreements, adjustment and agricultural conservation programs, and loans to cooperatives. 5/ The possibility of improving the position of agricultural labor through the use of these methods was discussed in the annual report of the Secretary of Agriculture for 1937 (61,1937:40-41).

Early Research Programs

Meanwhile, various committees and Government agencies were investigating the farm labor situation. The President's Committee on Farm Tenancy in its report of February 1937, recommended "that in the formulation of various types of labor and social-security legislation, the farm laborer be given careful attention by Congress and the State legislatures" (93,pp.15-16). An investigation of the migratory labor situation was also made by the Department of Labor on congressional authorization (65).

Research of a more general nature continued within several agencies, including the Department of Agriculture and the Department of Labor. Research on agricultural wages, which had begun in 1845 in the Patent Office and was later expanded to include the gathering of periodic data and the preparation of occasional special studies, eventually became one of the functions of the Bureau of Agricultural Economics in the Department of Agriculture. A regular program of research into the status of farm labor in particular areas and industries was inaugurated in 1919 and subsequently continued by the Bureau of Agricultural Economics. Other research programs were carried on by the Department of Labor, including surveys of women and children in agriculture, and by the United States Employment Service. The latter agency developed a system of estimating and forecasting the demand for and the supply of harvest labor as a part of its recruitment and placement functions (10).

4/ Interview with William T. Ham, Nov. 16, 1944.

5/ Memorandum, Committee on Agricultural Labor to Secretary of Agriculture, Sept. 3, 1937.

Farm Labor Camps

Transfer of the Resettlement Administration to the Secretary of Agriculture effective January 1, 1937 (92,2:7), brought with it administration of farm labor housing, an early measure taken to better the living conditions of migrant laborers. This program had its beginnings in California. The Rural Rehabilitation Division of the California Emergency Relief Administration, which had been organized to rehabilitate farm families and thus remove them from relief rolls, soon recognized that its work was complicated by the plight of migratory labor. In January 1935, it outlined a plan of action which included establishment of sanitary camps where migratory laborers could gather during the crop harvest. The construction of a migrant workers' camp was undertaken in San Luis Obispo County, where large numbers of migrants were stranded by crop failure. Although work on that particular project was abandoned when the rural work of the State Emergency Relief Administration was transferred to another agency, the demand for similar camps began to grow (5,pp.80-84).

After the rural aspects of the program of the State relief administration were transferred to the Resettlement Administration in July 1935, migratory farm workers' camps continued to be constructed, with the approval of the Comptroller General, from funds appropriated for rural rehabilitation by the Emergency Relief Appropriation Act of 1935 (46,3:1164). 6/ The value of the camp program was recognized by the President's Committee on Farm Tenancy, which recommended that either the Farm Security Administration or the Department of Labor continue experimentally the policy begun by the Resettlement Administration in the construction, operation, and maintenance of sanitary camps for migratory farm laborers (93,p.15). The Committee on Agricultural Labor of the United States Department of Agriculture also recommended, in a September 3, 1937, report to the Secretary of Agriculture, the establishment of migratory labor camps accompanied by a program to weigh the advantages and disadvantages of the camps. The Committee stated that, because of the interstate character of migratory labor, and the precedent established by the responsibility given to various Government agencies to establish and maintain tourist camps, the erection of such camps was a Federal function. 7/

6/ Similar action was taken under the Emergency Relief Appropriation Acts of 1936, 1937, and 1938. The Resettlement Administration, established on April 30, 1935, was transferred to the Secretary of Agriculture effective January 1, 1937, and its name changed to the Farm Security Administration, September 1, 1937.

7/ Memorandum, Committee on Agricultural Labor to Secretary of Agriculture, Sept. 3, 1937.

By December 1941, the Farm Security Administration operated 74 camps, some of them not yet completed, which would serve more than 13,000 families at any one time. These camps were of two kinds, mobile and permanent. A typical camp consisted of a group of shelters, each approximately 10 by 14 feet in floor area. Generally constructed of corrugated metal, on a concrete slab, each shelter consisted of a single room. The metal shelters were dismountable and could be removed from the slab floor. The slab could then be used as a floor for a tent, or it could remain unused until the need for a camp in that area again arose. Permanent camps had underground systems of sewage disposal and provisions for bathing and washing units. A community hall or center offered facilities for recreation and meetings. Mess halls were built and operated under the supervision of the growers for some of the camps. Mobile camps consisted of wooden tent platforms, canvas tents, and a rolling mobile unit in the form of a trailer, with a Diesel power plant and a hot water heater, thus providing electricity, lighting, and hot water for bathing and washing. Medical care was provided for the laborers, both resident and nonresident, although only in cases of real necessity (46,Pt.II:613-618).

The farm labor functions assumed by the United States Department of Agriculture in this period were not considered of sufficient importance to form a major program, and, consequently, did not give rise to a separate farm labor organization within the Department. However, by 1937, the need for study and investigations and the need to establish itself as an authority in the field was instrumental in the development of the Agricultural Labor Committee. Its activities were limited to research and recommendations.

Recommendations for a Government Bureau for Farm Labor

On May 25, 1937, the Secretary of Labor advised the Secretary of Agriculture that there had been suggestions to the President and to the Department of Labor to establish a bureau concerned with agricultural labor problems and commented that many farm workers had been organized into unions, both independent and affiliated with the American Federation of Labor. The Secretary of Labor suggested that officials from the Departments of Labor and Agriculture hold a conference on the matter. 8/

On June 4, 1937, Secretary of Agriculture Henry A. Wallace replied to Secretary of Labor Frances Perkins, agreeing to a conference with tentative suggestions for work that might be divided between the

8/ Letter, Frances Perkins, Secretary of Labor, to Secretary of Agriculture, May 25, 1937.

two Departments. Secretary Wallace appointed A. G. Black of the Bureau of Agricultural Economics, W. T. Ham of the Agricultural Adjustment Administration, and Mordecai Ezekiel of the Secretary's Office to confer with Department of Labor officials. 9/

A temporary intra-departmental labor committee was appointed on June 17, 1937. The committee, consisting of Roy F. Hendrickson and Russell S. Kifer, Bureau of Agricultural Economics, W. T. Ham, Agricultural Adjustment Administration, Mercer Evans, Resettlement Administration, and L. H. Bean, Office of the Secretary, made its report September 3, 1937. Its recommendations included six lines of action: the establishment of a division of farm labor within the Department of Agriculture; the establishment of experimental and demonstrational farm-labor camps; the establishment of a policy for the operation and maintenance of farm-labor camps; a program to assist migratory laborers to attain a status of permanent residence; the inclusion of provisions for minimum labor standards in marketing agreements, adjustment and agricultural conservation programs, and in connection with loans to cooperatives; and farm-labor representation and cooperation in the formulation of adjustment and other farm programs. 10/

The establishment of a division of farm labor within the Department was recommended, not only to carry on the functions of the Department in the field of farm labor, but to develop the interest of the Department in agricultural labor and to establish a vested interest on the part of the Department in agricultural labor conditions and labor relations. 11/

The influence of these recommendations is problematical. However, the Secretary's report for 1937 did include the recommendation that labor provisions be included in the marketing agreements. No mention was made of a farm-labor division (61,1937:36-41).

The committee remained inactive until May 11, 1939, when it was reconstituted by Secretary's Memorandum No. 820. In addition to Roy F. Hendrickson, W. T. Ham, Mercer Evans, and L. H. Bean, who had been on the previous committee, other members appointed were Carl Robbins, Assistant Director, Marketing and Regulatory Work; R. M. Evans, Agricultural Adjustment Administrator; and F. A. Silcox, Chief of the Forest Service. The purpose of the reconstituted committee was "to make suggestions regarding the development of the labor phases of

9/ Letter, Henry A. Wallace, Secretary of Agriculture, to Secretary of Labor, June 4, 1937.

10/ Memorandum, Committee on Agricultural Labor to Secretary of Agriculture, Sept. 3, 1937.

11/ Ibid.

agricultural economics and to give thought to the general field of problems relating to agricultural labor." Its personnel was somewhat changed by Supplement 1 to Secretary's Memorandum No. 820, issued March 19, 1940, when George S. Mitchell of the Farm Security Administration, and Raymond C. Smith of the Bureau of Agricultural Economics, were appointed to fill the vacancies caused by the deaths of F. A. Silcox and Mercer Evans and Otis E. Milliken, of the Agricultural Adjustment Administration, was named a member.

The Change from a Labor Surplus to a Labor Shortage

As part of the gradual adjustment made by the United States in the defense period to its new role of "bread basket" and "arsenal" of the Allies, the Department took cognizance of the changing farm labor situation, in which the labor surplus seemed on the verge of disappearing, and began to adjust its own programs to meet defense needs. Plans continued to be made to better the status of the farm laborer through long-range legislation and programs but Department officials also began to consider methods to utilize the available supply if the surplus should disappear. However, development of a defense farm-labor program proceeded slowly. Reasons for this were that attention was still focused on problems of surplus labor; a well-rounded picture of the situation was lacking; and opinions within the Department subsequently differed as to the extent of actual surpluses or shortages and as to whether the local shortages were simply a result of the failure to utilize the supply by active Nation-wide recruitment and transportation.

An early statement concerning the possible development of a shortage of farm labor was transmitted to administrative officers of the Department on October 12, 1939. The report had been prepared by the Bureau of Agricultural Economics, in answer to a request from the Army Industrial College for information as to labor that might be transferred from agriculture to other channels in a war emergency. It was stated in the report that, if adjustments were made in World War II similar to those made in World War I, an estimated 1,504,000 employees could leave agriculture with the Nation still maintaining its agricultural output, and if workers would work as hard and as long as they did in the first World War, the supply could be reduced by 1,695,000. Of that number, however, it was doubtful whether as many as one million men of the 20 to 29 year age group could be shifted from agriculture to other employment. 12/

12/ Memorandum, John R. Fleming to Administrative Officers of Department, transmitting memorandum entitled "Labor that Might be Transferred out of Agriculture into other channels in a War Emergency," Oct. 12, 1939.

But in 1940, the problem of a labor surplus, or what William T. Ham in the Yearbook of Agriculture termed a "superabundance of labor power on American farms," still occupied the attention of Department of Agriculture officials (63,1940:908). Secretary of Agriculture Wallace testified before a Senate Committee on the National Farm Labor Problem, that, as a result of developments in agriculture, farms were crowded with far more people than could hope to make a decent living out of agriculture, and that 1,600,000 fewer workers were needed than 10 years previously (55,pp. 4-5).

The passage of the Selective Service and Training Act, approved by the President on September 16, 1940, and the building up of defense industries were to have important effects on the labor supply. Withdrawals from the rural farm population for the armed forces were estimated to be 280,000 from April 1, 1940, to January 1, 1942. ^{13/} Defense industries, with their higher wages and regular hours of employment, also attracted many farm laborers. Agricultural areas around defense plants and farm industries that demanded skilled workers not easily replaced were most affected by these losses. But many of the reports of shortages in specific areas were based, not so much on the inadequacy of a supply sufficient to maintain full production, as on inability to continue the peacetime methods of employment, with underemployment, unemployment, and low wages.

Although in this period the labor supply was generally considered adequate by Department officials, despite reports of occasional local shortages, the possibility that serious labor shortages might develop was given serious consideration. A report on the impact of war and the defense program on agriculture made by a subcommittee of the Inter-bureau Coordinating Committee on February 17, 1941, stated that, in general, the supply of farm labor in the United States for planting and harvesting the 1941 crop would be adequate to maintain production, but that a large number of workers would have to be moved about to meet peak labor load requirements. Skilled farm labor would be short in some areas, and a larger number of older men and unskilled laborers would have to be used.

It was suggested in the report that the Department take definite steps to prepare for the possibility that difficult farm labor situations might develop. For example, consideration could be given to the problem of preventing or resolving conflicts between laborers and farmers in areas in which such conflicts were likely to develop; to more intensive cooperation

^{13/} Memorandum, Ray C. Smith, Chief Program Analyst, Bureau of Agricultural Economics, to Fred Stephan, War Manpower Commission, Jan. 27, 1943.

between educational and action agencies of the Department in helping farmers meet their labor requirements; to an increase in the number of Farm Security Administration camps, especially for itinerant farm labor; and to the desirability of experimenting with the organization of youth labor groups in preparation for further labor shortages in 1942. Regardless of anything else that might be done, it was urged that the Department keep itself informed concerning the farm-labor situation throughout the country as changes occurred. The existing information and the facilities for collecting it were considered seriously inadequate. 14/

Similar recommendations and analyses of the situation made in reports of the State Agricultural Planning Committees and summarized and submitted to the Agricultural Program Board on July 15, 1941, recognized a "labor situation unparalleled since the last war," and recommended various steps to be taken in utilization of the current labor supply and the recruitment of new labor. 15/

Many of these recommendations were considered in the development of programs and research facilities during this period. Plans for expansion of the Farm Placement Service were made by the United States Employment Service, while the Department of Agriculture expanded its research and migratory labor camp programs. Such programs as the program for migratory labor camps and the establishment of minimum wages in the sugar beet industry were administered during the defense period with comparatively little change, but with increasing emphasis on the use of these programs in terms of a labor shortage rather than a labor surplus.

Changes in Department Organization Relative to Farm Labor

A reorganization of the Department's Agricultural Labor Committee was announced on March 10, 1941, to enable the "Department to take aggressive steps to meet any situation which may develop promptly and effectively, and to cooperate with other agencies in a position to contribute to a solution of these problems..." The Committee, under the chairmanship of Roy F. Hendrickson, Director of Personnel, included the Administrator of the Agricultural Adjustment Administration, the Chief of the Agricultural Marketing Service, the Chief of the Bureau of Agricultural Economics, the Administrator of the Farm Security Administration, the President of the Commodity Credit Corporation, and the Director of the Federal Extension Service. Each member of the committee was requested to

14/ Memorandum, The Impact of War and the Defense Program on Agriculture: Report No. II, transmitted by J. A. Fleming, Chairman, Subcommittee of Inter-bureau Coordinating Committee, to the Secretary of Agriculture, Feb. 17, 1941.

15/ Memorandum, Agriculture's Plans to Aid in Defense and Meet the Impacts of War, A Summary of Reports of State Agricultural Planning Committees, submitted to the Agricultural Program Board, July 15, 1941.

assign a staff member who would be available to serve continuously on the Committee when it was impossible for the member himself to attend (62,no.820,sup.2).

The membership of the committee was enlarged June 7, 1941, to include the Director of the Office of Agricultural Defense Relations (62,no.820,sup.3). On October 20, 1941, the Departmental Agricultural Labor Committee was replaced by an interbureau planning committee on farm labor under the chairmanship of Raymond C. Smith, Bureau of Agricultural Economics. The new committee was to give special attention to:

(a) Developing plans for the utilization of farm labor in such a way as to make it most effective in contributing to the accomplishment of agricultural production goals in the Food for Defense programs, and

(b) Developing plans looking to the welfare of farm laborers, an important group in our farm population, in the future as well as in the present emergency (62,no.820,sup.6).

On the same date, the Division of Labor and Rural Industries was set up within the Office of Agricultural Defense Relations to carry out coordination and planning in the field of farm labor. Under the leadership of W. J. Rogers it was:

to facilitate the coordination of operations related to defense farm labor problems carried on by the various agencies of the Department; to serve as a clearinghouse to bring into common focus the consideration of farm labor problems as they relate to the defense program; to assist the Secretary in the maintenance of effective channels of communication between the Department and the several agencies of the Office of Emergency Management, the U. S. Employment Service, the Departments of War and Navy, and other defense agencies; and to assist in the planning of farm labor programs in order to meet defense needs (62,no.820,sup.6).

The full-time paid personnel of the Departmental Agricultural Labor Committee were transferred to the Division on October 29, 1941, after the Committee was replaced by the interbureau planning committee (62,no.820,sup.7).

The necessity for such a coordinating agency might be shown in the number of offices within the Department that were working on agricultural labor. These included the Labor Section in the Division of

Agricultural Statistics, Agricultural Marketing Service; the Labor Section, Division of Farm Population and Rural Welfare, Bureau of Agricultural Economics; the Labor Section, Sugar Division, Agricultural Adjustment Administration; the Labor Division, Farm Security Administration; the Division of State and Local Planning, Bureau of Agricultural Economics; and the Office of the Director, Extension Service. 16/

Meanwhile, committees outside the Department of Agriculture continued to investigate and make recommendations on the farm labor problem. The Select Committee to Investigate the Interstate Migration of Destitute Citizens, established by the United States House of Representatives, in 1940 held hearings throughout the country on interstate migration. Other Congressional committee hearings were held in May 1940, on the national farm labor problem. An Interdepartmental Committee to Coordinate Health and Welfare Activities submitted a report on migratory labor in July 1940. In addition to investigations by committees, conferences were also held. For example, the Interstate Conference on Migratory Labor, with representatives from Alabama, Florida, Georgia, North Carolina, and South Carolina, was held in Atlanta, Ga. on December 17 and 18, 1940. Emphasis in these committee meetings and conferences was given to the problems resulting from a surplus of laborers and the displacement of farm families.

On March 10, 1941, when he reorganized the Department's Agricultural Labor Committee, Secretary of Agriculture Claude R. Wickard recommended that the State Land-Use Planning Committees appoint farm labor subcommittees to "develop plans for dealing with the problems of farm labor shortages on the State and Local levels, and to coordinate the necessary action to this end." The exofficio membership of such a committee was to consist of the State Director of the Farm Security Administration, the State representative of the Bureau of Agricultural Economics, the State Statistician of the Agricultural Marketing Service, a representative of the State Extension Service, a representative of the Federal-State Employment Service, and a State representative of the Works Project Administration. Specific tasks of these subcommittees would be to assist the United States Employment Service in determining the location of any areas of prospective labor shortages and surpluses, in learning the extent and kinds of labor supply, and in laying plans for needed corrective action. They were not expected to become operating agencies for labor registration, placement, or conciliation, rather their contribution would be a detailed knowledge of crops, producers, seeding and harvesting dates, areas of excess labor supplies, estimates of the amount or type of additional labor needed and when needed, suggestions

16/ Memorandum, Arthur J. Holmaas to Roy F. Hendrickson, June 2, 1941.

for better utilization of the local labor supply, and recommendations and plans for improving the agricultural-labor situation (62,no.820,sup.2).

By October 1941, farm labor subcommittees of the State Land-Use Planning Committees had been organized in most of the States. Although subcommittees of the county land-use planning committees had been established in many counties, in some counties the planning committee itself did the job (62,no.820,sup.4).

Planning was also done by the United States Department of Agriculture Defense Boards, which had been established on July 5, 1941, to coordinate Department defense activities in each State and county. Membership of the State defense board consisted of the principal field officers, designated by the chiefs of their respective agencies, of the Agricultural Adjustment Administration, the Bureau of Agricultural Economics, the Farm Security Administration, the Soil Conservation Service, the Farm Credit Administration, the Surplus Marketing Administration, the Agricultural Marketing Service, the Forest Service, the Rural Electrification Administration, and the State Director of Extension. On the county level, membership on the defense boards consisted of officers or representatives of the Agricultural Adjustment Administration, the Farm Security Administration, the Soil Conservation Service, the Forest Service, the Rural Electrification Administration, the county Extension Service, and the constituent agencies of the Farm Credit Administration. The chairman of the county AAA committee served as chairman of the board (62,no.921).

The State and county labor subcommittees were to keep the defense boards, as well as the planning committees, fully informed as to the farm labor situation and the plans that were being developed to meet farm-labor problems. The defense boards were to be "responsible for expediting and coordinating in the field administration of Department activities in furtherance of farm labor programs that involve the national defense" (62,no.820,sup.4).

The Department cooperated with outside agencies which were responsible for programs concerning the broader phases of production and labor, affecting directly or indirectly the farm labor program, in order to achieve a unified and comprehensive farm labor program. This cooperation involved recommendations to the Selective Service System, the designation of department representatives on the regional labor supply committees of the Office of Production Management, and the exchange of information and facilities with the United States Employment Service.

Agricultural Deferment During Defense Period

Under the original terms of the Selective Service and Training Act, 1940, agricultural deferments were granted under the same authority and by the same regulations that industrial deferments were granted. To be considered necessary for the national defense, an agricultural enterprise had to produce more food than was consumed by the people living and working on the farm, and the registrant had to show that he was necessary to the enterprise and could not be replaced without materially decreasing the yield of the enterprise.

Although the labor surplus continued during 1940, the continued demands upon agricultural labor by defense industries and the Army, and the need for more production of food for the Allies, seemed to require special consideration for agriculture. In May 1941, Secretary Wickard urged the Selective Service System to consider more closely the labor needs of agriculture. He stated that the labor supply in agriculture had decreased 17.8 percent for the United States as a whole between April 1, 1940, and April 1, 1941, and that local shortages existed despite the large labor surplus of 1940 (98,p.160).

At the request of Mr. Wickard, the Acting Director of Selective Service reminded the local boards of the importance of agriculture at that time, and again in December 1941, when a memorandum was sent to all State Directors calling attention to the fact that demands for food and fiber for United States consumption and provisions for lend-lease called for considerable expansion in production of milk and dairy products, eggs and egg products, poultry meat products, and hogs and lard products. Agricultural deferments continued to be granted on the same grounds as industrial deferments, but attention was called to the need for judging, in each area, what particular skills met the standards set up in the general regulations. By the end of 1941, the labor supply in certain agricultural areas was considered by the Selective Service System in a special category in granting deferments. These areas were ranked by the Department of Agriculture in order of relative shortages, with the New England area having the greatest and the West South Central the least relative shortage (98,pp.161-163).

Consideration was also given to the Nation's labor supply by other agencies during this period. The Office of Production Management had established both a Labor Supply Committee in Washington to formulate plans of operation for meeting employment problems arising from national defense efforts, and regional labor supply committees to give unified direction to labor supply programs in the different areas. The similarity of responsibilities of these regional committees and the

farm labor subcommittees of the State Agricultural Planning Committee required the participation of the Department in developing plans for meeting employment problems and the integration of the Department with the over-all supply program, to assure a proper consideration of agricultural-employment problems. To meet this need, individuals within the Department were designated on October 20, 1941, to act as its representatives on the regional committees. These representatives had a dual responsibility, to act in a liaison capacity between State farm labor subcommittees and appropriate regional labor supply committees and as liaison officers between the regional labor supply committees and the Department. On the national level, the Department was represented on the Labor Supply Committee of the Office of Production Management by the Office of Agricultural Defense Relations (62,no.820,sup.5).

The United States Employment Service was also interested in the labor-supply problem. Although its Farm Placement Service was handicapped by limited funds and an insufficient number of offices (30,pp.123-133), its facilities were expanded during the defense period. Cooperation with the Farm Placement Service in obtaining basic agricultural information was considered a major responsibility of the farm-labor subcommittees of the Land-Use Planning Committees (62,no.820,sup.2), while maintenance of effective communication between the two agencies in Washington was assigned to the Office of Agricultural Defense Relations (62,no.820,sup.7).

Chapter 2

DEVELOPMENT OF FARM LABOR PROGRAMS IN THE DEPARTMENT OF AGRICULTURE, DECEMBER 7, 1941 - APRIL 30, 1943

An upward revision of the agricultural-production goals for 1942, announced on January 16, 1942, by Secretary Wickard called attention to the need for farm labor (60,no.1522-42). To meet the revised goals it was estimated that 8,403,500 workers would be needed in January 1942, the smallest number needed in any one month, and that 12,068,000 workers would be needed in June 1942, the greatest number needed in any one month. Of the January number, 1,748,000 would be hired workers, and of the June number, 3,076,000 would be hired (7,p.28).

Meanwhile, the supply of labor available to meet these requirements was being depleted by the demands of the war industries and the armed services. The extent of the inroads made upon the supply was open to conjecture because of the inadequacy of available information. The Bureau of Agricultural Economics, which had taken over the farm-labor statistics work of the Agricultural Marketing Service on January 1942 (43,1943:129), reported in March 1943, a loss of 2.8 million workers,

including more than 2 million men, from agriculture in the period from April 1940 to July 1942 (27,p.3). In February 1943, Secretary Wickard estimated that 200,000 men had left agriculture in the year ending that month (42,1943:3). Of this number, approximately 40 percent had entered the armed services, and 60 percent had gone into war industries (42,1943:3).

Somewhat higher estimates of the losses were made by farm organizations. A joint statement of the American Farm Bureau Federation, the National Council of Farmer Cooperatives, and the National Grange, declared that well over 1,500,000 persons had been drained off the farms in the year ending November 1942 (42,1943:87-88). By March 1, 1943, according to August H. Andresen, United States Representative from Minnesota, the loss had amounted to 3,600,000 (42,1943:94).

The uneven way in which these losses were distributed led to reports of local shortages very early in the war. Farm areas most affected by the continued egress of workers were those near war industries and those in which the predominant rural industries required skilled workers not easily replaced or large numbers of seasonal workers.

As early as March 1942, a survey made by the Bureau of Agricultural Economics indicated that labor shortages were appearing on the dairy farms, particularly on the larger farms in areas from which the skilled laborers had been drawn into the armed services or war industries. Although at that time, this shortage had affected only a few areas, it was predicted that it would probably soon become serious (28,pp.13-14). A labor shortage was also anticipated in the sugar beet areas, particularly in the western areas where larger sugar beet acreages per farm were usually planted (28,p.16).

The reports of surpluses which continued to exist in certain areas gave further evidence of the uneven distribution of labor. Monsignor John O'Grady, Secretary of the National Conference of Catholic Charities, testified before a Senate committee on April 27, 1942, regarding California migrant labor camps. Figures indicated, he said, that from 40 to 50 percent of these workers were unemployed and that many of those who were employed worked only 3 days a week. He also spoke of visiting Florida labor camps and finding no shortage of farm labor in Florida at that time (50,1943:528).

The War Manpower Commission conducted a survey which indicated that in some sections of the country, large surpluses of farm laborers and underemployed farm operators existed throughout the season of peak labor demands. It was estimated by the Commission that more than 2,000,000 farm operators had not been fully or effectively employed, in addition to large numbers of other persons who had been available for work as

farm hands (40,p.78). The survey also indicated that the greatest labor surplus was to be found on subsistence and submarginal farms. Some of the sections in which this situation existed were the Ozarks, the Appalachian Mountain regions, part of the Great Lakes cut-over country, and some portions of the Southeast (40,p.94).

The over-all picture of the farm-labor situation was somewhat confused by these reports of local shortages and labor surpluses. Consideration was given, however, to the possibility that the Nation-wide supply might be inadequate to meet requirements both in 1942 and 1943. With a few exceptions, Government officials considered the supply adequate for 1942, but, as more men left agriculture, many officials expressed serious concern over the future adequacy of the supply.

Although no specific mention was made of the supply for 1942, Secretary Wickard, in his testimony before a Congressional committee on January 9, 1942, did express concern regarding the over-all supply of both skilled and unskilled labor. He stated that lack of metals and other materials necessary for machinery would not allow farm machinery to replace labor to any great extent (43,1943:3). Four months later, before another Congressional committee, he testified that he had become alarmed about our inability to increase or maintain domestic production because of the shortage of labor (50,1943:59).

Others in the Department pointed to the areas in which surpluses continued to exist. For example, M. Clifford Townsend, director of the Office of Agricultural Defense Relations, in addresses delivered December 10, 1941 (60,no.1220-42), and February 6, 1942 (60,no.1654-42), mentioned the fact that large areas still had some unemployment. Some officials within the Department believed that this surplus could be distributed in the scarcity areas and thus any loss in production caused by labor shortages could be prevented.

The Department made a special effort to increase its knowledge of the supply of and the demand for farm labor. An appropriation of \$250,000 had been made in October 1941, to the Agricultural Marketing Service for such work. The Agricultural Marketing Service was charged with the responsibility for collecting and summarizing for the use of various agencies data on the supply and demand for farm labor in specific areas, in sufficient detail that action could be taken toward the most efficient distribution of labor for farmers who needed it to achieve production goals (50,1943:17). A request for \$500,000 to be used for this purpose during the fiscal year 1943 was made to Congress in January 1942. Instead of relying upon a question on farm labor in the regular crop-reporting schedule, the Bureau of Agricultural Economics

planned to distribute a questionnaire covering most phases of the farm-labor situation to a larger and more representative list of farmers. In addition, as the season progressed, enumerators would be sent into the more concentrated areas of production, such as the vegetable and fruit areas, where they would question selected representative farmers about the time they expected to be ready to harvest, the number of people employed the previous year, the wages that had been paid previously and what they expected to pay that year, approximately how many workers would be needed, and farmers' opinions as to the available supply to meet the year's requirements. The information secured from the questionnaire and the survey was to be tabulated and made available to farm organizations, to the United States Employment Service, to the Office of Agricultural Defense Relations in connection with priorities, and to the Farm Security Administration in connection with its migratory labor camp program (43,1943:862-864).

In considering the request, the House Appropriations Committee recommended that \$400,000 be appropriated, but the item was eliminated by a House floor amendment (50,1943:17). In defending the item before the Senate Appropriations Committee, the representative of the Bureau of Agricultural Economics emphasized the inadequacy of the information that had been gathered previously, and the need for information by agencies such as the United States Employment Service and the Selective Service System (50,1943:127-133). However, when the appropriations for the Department were made, this item was eliminated entirely. Thus the Bureau was not able to expand this work except for the brief period covered by the \$250,000 appropriation, but it did continue to gather certain basic information relating to farm labor.

When the war broke out, the farm-labor responsibilities of the Department were divided among several of its constituent agencies. The Farm Security Administration operated migratory labor camps; the Sugar Section established minimum wages for sugar beet and sugar cane workers; research on farm-labor statistics was performed by the Bureau of Agricultural Economics; coordinating farm-labor programs was the responsibility of the Division of Labor and Rural Industries in the Office of Agricultural Defense Relations and the Committee on Farm Labor; and planning the use of labor was handled by the land-use planning subcommittees with the assistance of the Bureau of Agricultural Economics and the Extension Service. The first year of the war was marked by efforts to coordinate Department programs as its authority was increased.

Authority for Farm Labor Programs

The Department's authority was increased in the period between June 22, 1942, and April 30, 1943, by means of four directives. First, a June 22, 1942, directive from the War Manpower Commission directed the Secretary of Agriculture to take such action as was necessary or appropriate to assure that agricultural workers required for production, cultivation, or harvesting of any agricultural commodity essential to the effective prosecution of the war, were provided needed transportation facilities; and that nonlocal agricultural workers and their families, transported or housed pursuant to the directive, were provided needed health and welfare services (92,7:4750). On November 10, 1942, the War Manpower Commission, in its Directive No. XIV, assigned the Department certain responsibilities for furnishing information required for farm deferments and for easing the shortage of workers on poultry, livestock, and dairy farms. The third authority was delegated on November 30, 1942, by the Director of Economic Stabilization. The directive allowed agricultural wages under \$2,400 annually to rise unless and until the Secretary of Agriculture determined and gave public notice of his determination that, with respect to certain crops, areas, etc., increases could no longer be made without the approval of the Secretary (92,7:10024). A fourth responsibility was added on January 23, 1943, by a War Manpower Commission directive. It transferred responsibility for the recruitment, placement, transfer, and utilization of agricultural workers from the United States Employment Service to the Department of Agriculture (92,8:1426). Before assignment of these responsibilities, however, the Department had assisted other agencies, such as the United States Employment Service and the Selective Service System, which were concerned with various aspects of the farm labor supply.

Cooperation with the United States Employment Service.-- Development of the farm-placement work of the United States Employment Service had been of immediate concern to the Department of Agriculture as a vital factor in the attainment of production goals. The effectiveness of the Farm Placement Service in distributing and utilizing labor had at first been limited by the Service's status as a State organization, which prevented a ready flow of labor between States, and by inadequate facilities, funds, and staff. These limitations were soon recognized and measures were taken both by the Farm Placement Service and by the President to remedy these defects and improve the Service's effectiveness as a recruitment and placement agency. For example, the movement of workers between States was facilitated by federalization of the State employment service in December 1941. However, many of the State employment services continued to regard themselves as State organizations, often to the extent of interfering with the free movement of labor across State lines (32,p.178).

At the request of the Secretary of Agriculture, the Employment Service planned to expand the number of local offices in 1942 to reach as many agricultural counties as possible. In March 1942, local offices were located in only 1,149 of the 3,072 counties of the United States. This number was to be increased by 462. The USDA war boards were directed on March 3, 1942, to represent the Department in conferences with the United States Employment Service for the purpose of recommending the types of service needed for individual counties (60,no.975-6).

To effect a fuller utilization of the available migrant labor supply, a procedure to coordinate the labor activities of the United States Employment Service and the Farm Security Administration was worked out by these agencies at the request of the Office of Agricultural Defense Relations. A joint statement of policy was signed on January 23, 1942, "as a framework through which each agency may complement the services of the other in insuring labor for the production of defense food and fibre products." Such a coordination of activities provided a clearinghouse for labor and employers, and helped employers make better use of the supply of labor.

A closer relationship between the two agencies was fostered by assignment to the Department on June 22, 1942, of responsibility for the transportation of agricultural workers, a function directly related to the recruitment and placement of agricultural workers carried on by the United States Employment Service. To coordinate the work of the two agencies and to avoid any duplication and conflict which might occur in such a close association, the duties of the two agencies in this particular function were defined by the War Manpower Commission in directives issued on June 22, 1942. The Employment Service was directed to prepare data as to the number of available workers and anticipated requirements for such workers; if, in consultation with the Department of Agriculture and other agencies, it decided that certain areas did not have a sufficient number of workers available for the production, cultivation, or harvesting of an essential agricultural commodity, the Employment Service was to take action to assure that its maximum efforts were expended in the recruitment and placement of the number of agricultural workers required for such production, cultivation, or harvesting (92,7:4749).

The duties of the Department of Agriculture were defined in Directive No. VII, also issued on June 22, 1942. The Department was to use information furnished by the Employment Service to prepare data as to the availability of housing for transient workers and the Secretary of Agriculture was to consult with the Employment Service on the sufficiency of existing housing facilities and on the need for transportation facilities for essential agricultural workers (92,7:4750).

If the Secretary of Agriculture, in consultation with other agencies, were to determine that shelter within an area was insufficient for the housing of nonlocal agricultural workers required for the production of essential crops, the Secretary was to use the Department's facilities for such individuals; was to provide needed transportation facilities for agricultural workers required for the production of essential crops; and was to provide needed health and welfare services for such workers (92,7:4750).

Operation of the Transportation Program.-- Funds for the program were allocated to the Secretary of Agriculture from the President's Emergency Fund. The first allocation, amounting to \$500,000, was made on July 29, 1942. 1/ It was supplemented on October 2, 1942, by an allocation of \$1,000,000, 2/ and on December 15, 1942, by \$3,000,000. 3/ The Farm Security Administration was designated as the operating agency to furnish transportation and housing and the policies and procedures to be followed were defined (60,no.265-43).

An agreement with Mexico for importation of Mexican workers had become effective August 4, 1942, 4/ and meetings were held by members of the Department of Agriculture with representatives of the War Manpower Commission, United States Employment Service, Immigration Service, Public Health Service, and other agencies interested in or affected either by the direct importation of Mexicans to work as farm laborers in the United States or by the transportation of domestic agricultural workers within the United States, to discuss the over-all policies and general principles on which these two programs would be carried out. As a result of these meetings, a statement of policy was prepared for the transportation of both domestic and foreign workers. 5/

The statement of policy incorporated the conditions required by the Mexican Government in the Agreement and extended them to domestic transported workers. The statement defined conditions, procedures, and methods of recruitment and placement of domestic agricultural workers; made "provision for their transportation from and return to their place of origin; established standards of wages, working conditions, periods

1/ Letter, Franklin D. Roosevelt to Secretary of Treasury, July 29, 1942.

2/ Letter, Franklin D. Roosevelt to Secretary of Treasury, Oct. 2, 1942.

3/ Letter, Franklin D. Roosevelt to Secretary of Treasury, Dec. 5, 1942.

4/ See Chapter 9 for a discussion of the agreement and the program.

5/ Letter, Claude R. Wickard to Paul V. McNutt (Chairman, War Manpower Commission), Aug. 14, 1942.

of employment, housing conditions and related matters; provided safeguards insuring adequate protection and fair treatment of domestic agricultural workers and members of their families during the periods of their employment; and established necessary machinery to effectuate the foregoing objectives" (42,1943:113-118). The United States Employment Service, according to its Operations Bulletin C-61, issued August 29, 1942, was to cooperate with the Farm Security Administration by determining agricultural labor needs, certifying regarding shortages of such labor which could be relieved by transporting workers from other areas, and recruiting the farm workers to be transported by the Farm Security Administration.

The program of transporting Mexican and domestic agricultural workers was announced on August 7, 1942, and was followed on August 20, 1942, by an explanation of the administrative machinery that had been set up to move domestic farm workers. Standards were set for adequate housing, health, and sanitary facilities. Minimum housing standards, subject to local adaptations, included the equivalent of not more than three single workers or more than four family members to a 12 by 14 foot floor space, facilities for cooking, sleeping, laundry, and bathing, and adequate sanitary toilets and means of waste disposal. Rent was to be agreed upon before recruitment and included in the contract of employment. Employers were expected to furnish performance bonds or other acceptable guarantees of fulfillment of contract agreements.

As orders could not be handled for groups of less than 100 workers, growers with smaller requirements would need to form groups or associations and deal through a legally authorized joint representative. Workers would be recruited only on the basis of specific commitments for agricultural employment. State wage boards, through public hearings and other methods, would ascertain prevailing wages in given areas and report such findings to the Secretary of Agriculture for his action. Confirmation by the Secretary of the boards' findings was necessary to make them officially effective. The wage boards would be appointed by the Secretary of Agriculture and would consist of one representative from the War Manpower Commission, one from the United States Employment Service, and two from the Department of Agriculture (60,no.364-43).

Domestic Seasonal Workers.-- The transportation of domestic migratory workers from areas of labor surplus to areas of labor shortages got under way in the fall of 1942 under the joint direction of the Farm Security Administration and the United States Employment Service. Upon determination by the Employment Service that a surplus of labor existed in certain areas, it began the recruitment of workers and by February 18, 1943, 6,808 workers had been recruited and transported.

Of this number, 114 had come from Virginia, 46 from Ohio, 287 from West Virginia, 531 from Texas, 1,508 from Missouri, 58 from New Jersey, 1,508 from Kentucky, 85 from North Carolina, 1,517 from Tennessee, 318 from Mississippi, 22 from Georgia, 96 from Louisiana, 656 from Illinois, and 62 from Alabama (42,1943:20-21). Workers had been moved to New York, New Jersey, Connecticut, Michigan, Florida, California, Arizona, New Mexico, and Washington, as they were needed for seasonal work.

Domestic Year-Round Workers.--- The programs for transporting seasonal workers, however, did not meet the need for workers who would remain on dairy, livestock, and poultry farms the year around. These workers had greater responsibility and needed more training or experience than the average seasonal worker. The authority for moving domestic year-round workers granted by War Manpower Commission Directive No. VII, June 22, 1942, was supplemented by War Manpower Commission Directive No. XIX, November 10, 1942, which directed the Department of Agriculture to "develop training sources and establish training centers, in cooperation with the United States Office of Education in the Federal Security Agency, for the training of dairy, livestock, and poultry farm workers and operators." The Department was also directed to provide reasonable subsistence for individuals transported or trained for work on dairy, livestock, and poultry farms, during their transportation and training periods (92,7:9218).

A meeting on farm labor training was held on November 11, 1942, in the office of Lyle Watts, Assistant to the Secretary. The following agencies were represented: Office of the Secretary, Agricultural Adjustment Administration, Office of Agricultural War Relations, Extension Service, Farm Security Administration, and Office of Personnel. Four types of training were discussed: (1) training of year-round workers, through training centers and on-job follow ups; (2) training of youth, through orientation programs in schools, week-end courses, and on-farm demonstrations; (3) training of seasonal workers, involving demonstrations in specific jobs; and (4) training the farm operator himself for accepting the worker. It was suggested that the Extension Service should be responsible for the training of youth for seasonal work and the Farm Security Administration responsible for the training of adult year-round and seasonal workers. Representatives of these agencies were requested to work up a statement of the cost of training programs and to indicate some idea of the extent of the programs. 6/

6/ Minutes of meeting on Farm Labor Training, Mr. Watt's Office, Wednesday, Nov. 11, 1942 [Unpublished].

The program was announced on November 22, 1942. Administration was assigned to the Farm Security Administration, with the United States Employment Service cooperating in the recruitment and placement of workers. The Employment Service was to certify the need for workers in a particular area, and notify the State directors of the Farm Security Administration. In States having agricultural manpower to spare, representatives of the Employment Service and the Department were to determine areas of potential labor supply from which workers might be recruited. In the States in which the program was put into operation, the Farm Security Administration and the Employment Service were to cooperate in selecting the families to be moved. The Farm Security Administration was to pay the necessary transportation of workers and their subsistence enroute, and was to assist families to become adjusted to their new communities. For those workers who needed special training before going to their jobs, the Farm Security Administration would transport them to training centers and provide subsistence and housing for them while in training. Written employment agreements between employers and workers provided for a working period of at least 3 months. Each employer was to pay the Government \$10.00 for each worker supplied to him, as his share of the transportation cost. The Farm Security Administration was to approve housing offered by the employer to insure satisfactory living conditions for families to be moved (60, no. 1014-43).

The first group to receive training under the program was a group of 60 farmers from Livingston, Jackson, Paintsville, Corbin, and Somerset, Ky., who left their homes on November 23, to receive a training course at Ohio State University, Columbus, Ohio. Following their training they were to be placed as dairy hands on Ohio farms, replacing workers who had gone into war industries or military service. This program was successful and was continued. Both employers and employees commended the program and the Ohio State University experiment became a model for other areas.

Cooperation with the Selective Service System.-- Although the Department was not formally directed to furnish information to serve as a basis for draft deferment of agricultural workers until November 10, 1942, some months after it had been assigned responsibility for transportation, it had actually been furnishing such information since early 1942.

Lack of information as to the registrant's contribution to agriculture in terms of the factors outlined in a Selective Service Memorandum of December 4, 1941, in many cases, had permitted the drafting of farm workers, who, under the terms of the Memorandum, were entitled to deferment. This was remedied, to some extent, by action of Secretary Wickard, undertaken as the result of a program of cooperation between the Selective Service System and the Department

announced on February 17, 1942, by Brigadier General Lewis B. Hershey, Director of Selective Service. To effectuate the program, Secretary Wickard instructed State and county USDA war boards to provide data to assist local selective service boards in properly classifying agricultural registrants. This data was to consist of information on agricultural production goals, the size of farming units required to make a significant contribution to meet the goals, skills required for these farming operations, and availability of workers possessing these skills. It was emphasized that, under the terms of the agreement, the war boards were to furnish information upon request and were not to ask deferment in cases of individual workers (60,no.1870-42). This relationship was to be changed in March 1943, when the war boards were given the responsibility to initiate requests for deferment of farm workers (62,no.975-33).

Directives sent to local Selective Service boards throughout 1942 continued to emphasize agriculture as an essential industry and to define the most critical processes in agricultural production. Near the end of the year, the labor situation on dairy, livestock, and poultry farms had become so critical that it became the subject of War Manpower Commission Directive XIV, issued November 10, 1942.

Under the terms of the directive, the Department of Agriculture was directed to take such actions as might be necessary or appropriate to:

Furnish such detailed information and standards to the Selective Service System and the United States Employment Service as they may require under this directive, in order to classify dairy, livestock, and poultry farm workers and operators for purposes of the Selective Training and Service Act, as amended, and effectively to carry out recruitment and placement campaigns with respect to such workers and operators.

Included in the directive were rather specific criteria for determining how much a farm worker had to produce in order to be considered essential. The factors to be considered were:

- (a) The labor required for the farm, as evidenced by conversion tables prepared by the United States Department of Agriculture indicating the number of animal units a single person is reasonably able to handle when (1) the required feed for dairy cows, livestock, and poultry is produced on the farm, and (2) the required feed is purchased;
- (b) The workers available on the farm, and for this purpose each person devoting substantially full-time service to dairy, livestock, or poultry production on the farm shall be considered an available worker, with suitable allowance for reduced physical capacity, if any, of children, women, and handicapped persons; and

- (c) The importance and skill of the particular individual under consideration and the possibility of recruiting a replacement of sufficient skill, experience, and training to carry on the work of such individual without impairment of production.

Deferment of essential agricultural workers was made mandatory by the passage by Congress of the Tydings Amendment, approved November 13, 1942. The Amendment read:

Every registrant found by a Selective Service local board, subject to appeal in accordance with section 10 (a) (2), to be necessary to and regularly engaged in an agricultural occupation or endeavor essential to the war effort, shall be deferred from training and service in the land and naval forces so long as he remains so engaged and until such time as a satisfactory replacement can be obtained: Provided, That should any such person leave such occupation or endeavor, except for induction into the land or naval forces under this act, his selective service local board, subject to appeal in accordance with section 10 (a), (2), shall reclassify such registrant in a class immediately available for military service, unless prior to leaving such occupation or endeavor he requests such local board to determine, and such local board, subject to appeal in accordance with section 10 (a) (2), determine, that it is in the best interest of the war effort for him to leave such occupation or endeavor for other work (91,56:1018,sec.4(k)).

Although the Tydings Amendment made the deferment of essential agricultural workers mandatory, its effects were somewhat weakened from the point of view of those interested in securing deferments for agricultural workers by the requirements of the standard set up to determine whether a worker was essential and by the Selective Service System procedure which provided that the initial request for such deferment be made either by the individual registrant or his employer. In some cases, patriotic feelings, fear of public opinion, or other motives made farm workers or their employers reluctant to seek deferments.

The conversion tables mentioned in War Manpower Commission Directive XIV were a part of the war units plan which had been devised by the Department of Agriculture at the request of General Hershey to furnish a criterion for judging whether or not a farm worker was essential. They were based on the theory that one man could adequately care for 16 cows or the equivalent. Under this plan, war unit values were given to all crops and livestock products important to the war effort. These values were based chiefly on the amount of labor required in their production. One war unit of production was the number of crop acres

or the number of livestock that required approximately the same amount of labor, exclusive of seasonal peak labor periods, necessary to keep one dairy cow (42,1943:33-34).

Requirements for agricultural deferments were liberalized in January 1943, to allow local selective service boards to defer workers producing as little as eight war units of essential products. When the local boards believed that workers not producing at least eight war units could produce them if they were employed elsewhere, they were advised to notify the local employment office of the War Manpower Commission and to allow 30 days for the placement of workers on other farms. Also, agricultural workers would not be reclassified if they moved from one agricultural endeavor to another, provided they continued to be necessary to, and regularly engaged in an agricultural occupation essential to the war effort (60,no.1398-43).

An investigation of the entire manpower problem, including farm labor, was conducted by the Senate Committee on Appropriations in January and February 1943. During the hearings, some criticism was directed at the continued drafting of farm workers (52,pp.3-4). To make the existing deferment regulations more effective, Senator John H. Bankhead suggested congressional action to provide that no farmer should be drafted unless the local farm board certified that his services were nonessential (52,pp.15-16). On February 18, 1943, Senator Bankhead introduced S. 729 to provide for the deferment of all farm workers. At the same time, a bill was introduced to provide for releasing certain persons in military service to aid in agricultural production (59). But these bills, along with many others having similar purposes, did not become laws.

On March 5, 1943, a War Manpower directive urged that, in view of the approaching crop-planting season and the desire of farmers for some assurance of a supply of labor, the local boards speed up the classification of those entitled to agricultural deferments. The boards were warned not to reclassify registrants whom they had already placed on the deferred list, even if it meant leaving military orders unfulfilled (97,pp.115-116). Action along related lines was also taken by the Secretary of Agriculture on March 5, 1943. Existing procedure for initiating deferment requests, which had permitted the drafting of farm workers, was revised to shift responsibility for the initiation of such requests from the individual registrant or his employer to the State and county USDA war boards (62,no.975-33).

Wage Stabilization Responsibility.-- A few months after the responsibility for a transportation program was assigned to the Department, the question of stabilizing agricultural wages began to receive attention from Department administrators. A general Nation-

wide stabilization policy as to wages and salaries was established by Executive Order 9250, issued October 3, 1942, which provided that no wage rate could be increased or decreased unless the change had the approval of the National War Labor Board (92,7:7871). The order was discussed by Secretary of Agriculture Wickard and Economic Stabilization Director James F. Byrnes and Mr. Byrnes indicated his intention to place the matter of agricultural wages exclusively within the jurisdiction of the Department of Agriculture. In a letter to Secretary Wickard, he urged the establishment of machinery to deal with the wages of farm workers and stated that, meanwhile, all problems in agricultural-wage stabilization were to be referred to the Secretary. 7/ This letter was considered by R. L. Webster, Assistant to the Secretary, as directing the setting up of a comprehensive farm labor organization. Mr. Webster suggested three possible ways in which this might be done:

1. Set up a new labor action agency, putting a strong man at the head of it, and bringing together the best talent and programs we now have in the Department.
2. Set up a Director of Farm Labor, responsible directly to you, who would rank with other persons dealing with labor in the Department, and make him responsible for keeping a coordinated program going.
3. Increase the size and scope of the present labor unit in OAWR, giving it more authority. 8/

Mr. Webster stressed the need for decisive action, and pointed out that the authority which was presumably forthcoming would have to be spelled out and that funds were needed to make a program effective.

Regulations issued October 27, 1942, by the Director of Economic Stabilization, with respect to the stabilization of wages and salaries and the administration of the program, contained no specific provisions with respect to agricultural labor (92,7:7871). On November 30, 1942, an amendment to the regulations of the Director of Economic Stabilization allowed agricultural wages to rise unless and until the Secretary of Agriculture determined, and gave public notice of his determination, that, "with respect to areas, crops, classes of employers, or otherwise, increases in salaries or wages for agricultural labor may no longer be made without the approval of the Secretary of Agriculture." The term

7/ Letter, James F. Byrnes, Director of Economic Stabilization, to Claude R. Wickard, Oct. 16, 1942.

8/ Memorandum, R. L. Webster, Assistant to the Secretary, to Claude R. Wickard, Oct. 17, 1942.

"agricultural labor" was defined to mean persons working on farms whose salary or wage payments were not in excess of \$2,400 per annum. The reason for allowing agricultural wages to rise was stated in the amendment:

considering that the general level of salaries and wages for agricultural labor is substandard, that a wide disparity now exists between salaries and wages paid labor in agriculture and salaries and wages paid labor in other essential war industries, and that the retention and recruitment of agricultural labor is of prime necessity in supplying the United Nations with needed food and fibers these gross inequities and to aid in the effective prosecution of the war...(92,7:10024).

The first specific wage ceiling was established on April 12, 1943, for asparagus workers in five counties in California (92,8:4818). Officers of the California Asparagus Growers Association had discussed proposals for farm-wage control during the fall of 1942 and eventually presented them to officials in Washington in March 1943. Wages had risen so high that the point was rapidly being reached at which the growers would either have to request a price rise or cease to harvest their crops. Washington officials were persuaded that specific ceiling rates should be placed on each of the operations involved in the asparagus harvest. The California Wage Board, which had been established to determine prevailing rates, was assigned the task of ascertaining maximum rates that would be fair to both the growers and the workers. The resulting order lowered wages slightly (18,pp.7-10).

Recruitment and Placement Responsibility.-- The recruitment and placement of farm workers, with the exception of the recruitment of foreign workers, was, until January 23, 1943, the responsibility of the United States Employment Service. On that date, the War Manpower Commissioner issued War Manpower Commission Directive XVII placing responsibility for mobilization of farm labor in the Department of Agriculture (92,8:1426).

The directive transferred responsibility for recruitment, placement, transfer, and utilization of agricultural workers from the Employment Service to the Secretary of Agriculture, subject, however, to the policies and standards prescribed by the Chairman of the War Manpower Commission, and to the continuous review and appraisal of the War Manpower Commission. The Department was ordered to cooperate closely with the United States Employment Service "in order that the total labor requirements for agricultural and other production will be served as efficiently as possible from a common labor pool." Certain restrictions were placed on the Department. For example, importation of foreign workers for use in agriculture was to be initiated only with the approval, and in accord with the policies of, the Chairman of the War Manpower Commission and only after all local resources were exhausted.

Assignment of Responsibilities within the Department

Delegations of authority for transportation of farm workers, determination of deferment standards, and wage stabilization brought about no major changes in the Department's organization. However, the Secretary of Agriculture, on November 5, 1942, appointed Lyle F. Watts, formerly in the Forest Service, Assistant to the Secretary to coordinate farm labor activities. Mr. Watts' function was defined as assisting the Secretary in "carrying out a farm labor program designed to aid in the prosecution of the war through securing maximum production of agricultural products needed for the war effort, and in carrying out such responsibilities for wage stabilization as may be delegated to the Secretary of Agriculture." 9/

The memorandum announcing the appointment requested the cooperation of the agencies with Mr. Watts by "assisting him to develop, formulate, and effectuate the program; by furnishing him with information concerning the current and contemplated labor activities of such agencies; by complying with his requests for action regarding agricultural labor activities, and by conforming to the fullest extent with such labor programs as may be developed hereunder" (62,no.1047). To perform his functions without building up a large staff, the Assistant to the Secretary asked the Office for Agricultural War Relations to furnish information and assistance in the development of an integrated and coordinated farm labor program. 10/ On January 22, 1943, Mr. Watts was appointed Chief of the Forest Service (62,no.1066).

The organization of the Department's labor activities was affected by the general reorganization of the Department which accompanied the transfer of authority over food requirements, allocations, and procurement to the Department from the War Production Board, December 5, 1942. Labor functions were divided between the two large administrative organizations, the Food Production Administration and the Food Distribution Administration, established at this time (92,7:10179).

Manpower Branch, Food Distribution Administration.-- In organizing the Food Distribution Administration, on January 13, 1943, the Director of Food Distribution established a Manpower Branch to "develop plans and programs for full utilization of manpower and to investigate and recommend

9/ Although the Secretary did not possess any wage stabilization authority at the time, the delegation of such authority had been discussed by the Secretary and the Director of Economic Stabilization.

10/ Memorandum, Lyle F. Watts to H. W. Parisius, Associate Director, Office of Agricultural War Relations, Nov. 28, 1942.

solutions for the manpower shortages in the food industries; to bring into focus for the Administration the problems of labor in the food industries; to arrange for labor representation on the Industry Advisory Committees, to present the total food program to labor; to provide a central point with the Food Distribution Administration for the day-to-day contacts with labor; to act in a liaison capacity with other branches of the Food Distribution Administration and other Government agencies concerned with labor and to present food industry problems to them (88,no.2). The name of the Branch was changed to Food Industries Labor Branch on March 15, 1943, but its functions remained the same (88,no.2,sup.6).

The shortage of labor in food-processing plants was the major concern of the Manpower Branch. To counteract the loss of labor due to low wages and because Executive Order 9250 stabilized the wages that employers could pay at the level of wages in October 1942, a working relationship was established between the Food Distribution Administration and the National War Labor Board to check the progress of wage-adjustment applications, and to expedite consideration of these applications by regional war labor boards. The Food Distribution Administration cooperated with the Director of Economic Stabilization in formulating directives. These directives were issued in May 1942. They authorized the War Labor Board to grant certain wage adjustments to processors of perishable foods and feeds (88,pp.37-38).

Agricultural Manpower Branch, Food Production Administration.-- The organization of the Food Production Administration was announced on January 22, 1943. An Agricultural Manpower Branch was established with John O. Walker, formerly of the Farm Security Administration, as chief, "to develop, with the cooperation of the Production Programs Branch, programs for securing and effectively using agricultural manpower; to develop programs for transportation of foreign and domestic labor, utilizing appropriate agencies of the Food Production Administration in its administration; to develop programs for the operation of mobile and permanent labor centers; to develop such programs relating to farm wage rates, and farm wage stabilization as may be necessary to carry out the farm wage responsibilities of the Department; and to be responsible for all liaison with other Government agencies dealing with labor." All functions and personnel of the Agricultural Conservation and Adjustment Administration, the Farm Security Administration, and other branches of the Food Production Administration concerned primarily with the development of agricultural manpower programs were transferred to the Agricultural Manpower Branch. Operation of the migratory labor camps and the transportation of agricultural labor to areas in which shortages existed continued under the direction of the Farm Security Administration within the Food Production Administration (90,no.2). The name of the Branch was changed to the Agricultural Labor Branch on January 25, 1943 (90,no.2,am.1). The uncertainty and alternative proposals during this

period for organizing the Food Production Administration to stimulate food production (32, pp. 342-346) probably adversely affected the operations of the Agricultural Labor Branch in the brief interval between its formation on January 22, 1943, and the transfer of its functions to the Agricultural Labor Administration on March 1, 1943.

Emergency Farm Labor Organization, Extension Service.-- Meanwhile, the delegation of responsibility for recruitment and placement of farm workers to the Department on January 23, 1943, and the reassignment of such responsibility for local labor to the Extension Service led to establishment within the Federal Extension Service of a small administrative staff for handling the program. The assignment of responsibility to the Extension Service was related to plans and studies that had been made with respect to the mobilization of youth and women for farm work. 11/

During the summer of 1942, Miss Dorothy Thompson, a newspaper columnist, had sponsored a Volunteer Land Corps, which placed city boys and girls on Vermont and New Hampshire farms. Miss Thompson conferred with Department officials on October 14, 1942, about the program; urged in her newspaper column that youth be mobilized for farm work by the Extension Service; and discussed her plan with State extension directors at Chicago on October 28-30, 1942. The Committee on Extension Organization and Policy of the Land-Grant College Association then recommended that the Extension Service encourage the use of urban youth and women as farm labor in 1943. 12/

After Miss Thompson presented her plan to Department officials, the Secretary of Agriculture appointed a committee, headed by M. L. Wilson, Director of Extension Work, to make recommendations on using city youth for farm work. On November 11, 1942, the Committee recommended to the Secretary of Agriculture that the plans developed for the Volunteer Land Corps be adapted to the national situation. The Committee had also given some attention to a Women's Land Army but made no specific recommendation at this time. 13/

The Director of Extension Work assigned Meredith C. Wilson, then Chief, Division of Field Studies and Training, the task of preparing budget estimates for a national youth farm labor program and a Women's Land Army. During the same period--the last 2 months of 1942--Mr. Wilson also represented the Extension Service on various committees concerned

11/ See Chapters 5 and 6 for detailed accounts of these developments.

12/ Memorandum, Special Committee of Extension Directors Named by Director Peterson, Chairman of the Committee on Extension Organization and Policy, to M. L. Wilson, Director of Extension Work, Nov. 7, 1942.

13/ Memorandum, M. L. Wilson, O. E. Mulliken, James S. Heizer, P. A. Thompson, and J. W. Coddington to Claude R. Wickard and Lyle Watts, Nov. 11, 1943.

with planning those programs. On January 6 and 7, 1943, he discussed the plans with the Committee on Extension Organization and Policy and on January 8 and 9, with representatives of national farm and women's organizations. Thus, by the time War Manpower Commission Directive XVII was issued, the Extension Service had developed definite plans for mobilizing youth and women to assist farmers in food production.

With the issuance of Directive XVII, the Extension Service was advised that it would be assigned responsibility for mobilization of local labor resources. The program was discussed with representatives of 11 North Central State extension services at a conference held in Chicago on January 28 and 29, 1943, and with the Extension War Advisory Committee in Washington on January 29 and 30 (60,no.1445-43). The Extension War Advisory Committee approved the assignment of the program to the Cooperative Extension Service, and, on February 1, Director of Extension M. L. Wilson advised all State directors of extension of this action. He reported that the Federal Extension Service had been assigned responsibility for mobilization of local resources, for conducting a program to utilize nonfarm youth for farm work, for developing a program to utilize nonfarm women for farm work, and for conducting an educational program to insure maximum productive use of farm labor. Director Wilson also advised the State directors that Meredith C. Wilson had been assigned responsibility for emergency farm labor in the Federal Extension Service and that Lester A. Sohlup, Chief of the Division of Extension Information was to manage the Department's farm-labor information program. 14/

An organization within the Extension Service for administering the program was approved by the Department's Director for Personnel on February 12, 1943. The general administration of the program was centered in the office of the Director of Extension, and three new units--the Nonfarm Youth Unit, the Nonfarm Women's Unit, and the Local Labor and Placement Unit--were established. Existing Divisions were assigned specified added functions. This basic organization, headed by Meredith C. Wilson, continued, with minor changes in titles and revisions necessitated by laws and assignment of new duties, and remained responsible for the Extension Emergency Farm Labor Supply Program, throughout the war period. 15/

Agricultural Labor Administration.-- On March 1, 1943, less than 2 months after the Agricultural Labor Branch was established in the Food Production Administration, an Agricultural Labor Administration was set up as a Departmental staff agency "in order that the farm labor program may be further unified and more closely integrated to carry out the responsibilities assigned to the Department" (62,no.1075).

14/ Memorandum, M. L. Wilson to All State Directors of Extension, Feb. 1, 1943.

15/ A detailed account of the organization after the passage of Public Law 45 is given in Chapter 3 of this study.

On March 5, 1943, in explaining the new Administration to a Congressional committee, Mr. Wickard stated:

I think most of our people in the Department have not seen the great problems ahead of us--that would be my criticism. We have always looked upon the farm people as having too much labor, and that farm wages were too low, and a lot of things which were true in peacetime. But I think they could not just see that we could make as great a change as we have made because of the war--one of our troubles in all of this has been to be able to see how great the change has been; and what I have been trying to do is to get somebody to look ahead and to be sure that we play on the safe side so far as labor is concerned and have enough (46,1943:160).

The functions and personnel of the Agricultural Labor Branch were transferred to the Agricultural Labor Administration and the farm-labor activities of the Farm Security Administration and of the other agencies of the Department, including the Food Distribution Administration, the Extension Service, the Office of Personnel, and the Bureau of Agricultural Economics, were to be carried out in conformity with the policies and procedures developed by the Director of Agricultural Labor. The Director, as personal representative of and under the general direction and supervision of the Secretary, was to be responsible for the labor activities of the Department, including the development, integration, and administration of programs for securing and effectively using agricultural manpower, programs for the operation of mobile and permanent labor centers, and such programs relating to farm-wage rates and farm-wage stabilization as might be necessary to carry out the farm-wage responsibilities of the Department; investigation and presentation to appropriate Government agencies of the labor problems of the food-processing and -distributing industries; and performance of all liaison with other Government agencies dealing with labor (62,no.1075). Wayne Darrow, associate director of the Department's Office of Information, was named Director of the new Agricultural Labor Administration (60,no.1723-43).

Shortly after his appointment, Mr. Darrow presented a farm-labor program to Department officials, outlining the policies to be followed in the Agricultural Labor Administration. Four principles were to be observed: "(1) there must be a unified and coordinated program; (2) existing official agencies must be used to the full; (3) full advantage must be taken of local initiative and local people consulted whenever possible; and (4) responsibility for each part of the work must be clearly defined at every level; county, State, regional, and national." Stress was put on the need to keep Agricultural Labor Administration a small staff agency "utilizing to the full existing

agencies but aiding, coordinating, and giving general direction to the entire farm labor program in all its aspects." 16/ More specific details of a proposed program were given in a memorandum to M. L. Wilson, C. B. Baldwin, J. Joe Reed, and Roy Hendrickson, on March 10, 1943.

This program was not approved by Secretary Wickard. On March 13, 1943, he issued a memorandum to provide for the administration of the farm-labor program until the enactment of legislation then pending before Congress. The memorandum limited itself to the definition of responsibilities of the agencies concerned with the program. The Extension Service was to direct the mobilization, placement, and utilization of local farm-labor resources, making fullest possible use of United States Employment Service facilities. Applications for labor were to be made to the Employment Service. Where the Service did not have offices, applications were to be made to the county agricultural agent. The Farm Security Administration of the Food Production Administration would continue to be responsible for recruitment, transportation, and housing of farm laborers, including aliens, with the assistance of the United States Employment Service and Extension Service in recruiting workers to be transported. Responsibility for all matters relating to selective service as it affected farm workers was to continue under the war boards. Agencies of the Department were to consult and cooperate with existing State and county farm-labor committees or councils. The Agricultural Labor Administration was to work with the other agencies of the Department and the War Manpower Commission in meeting pressing problems of farm labor within the limits of its authority and funds (62, no. 975-35).

The appointment of Chester Davis as War Food Administrator was announced on March 26, 1943. On April 1943, the appointment of Lt. Col. Jay L. Taylor as Deputy Administrator of the War Food Administration for farm labor was announced (60, no. 2018-43). One of Colonel Taylor's first actions was to appoint Thomas Robertson, a California rancher, to proceed to Mexico City to make a complete survey of the entire Mexican labor recruiting operation. 17/ On April 29, 1943, Public Law 45 was passed. Organization of the Department after that time is discussed in a subsequent chapter.

16/ Memorandum, Wayne H. Darrow, Director of Agricultural Labor Administration, to Heads of all bureaus and agencies named in Secretary's Memorandum No. 1075, Mar. 10, 1943.

17/ Memorandum, Jay L. Taylor, Deputy Administrator, Food Production and Distribution Administration, to Thomas Robertson, Apr. 6, 1943.

Chapter 3

LEGISLATIVE AUTHORIZATION AND ORGANIZATION FOR ADMINISTERING THE EMERGENCY FARM-LABOR PROGRAM, 1943-47

This chapter outlines on a historical basis the legislation from 1943 to 1947 that directly authorized or made appropriations for the farm-labor-supply program and the organization established to carry out these Congressional mandates.

The basic farm-labor-supply program was established in 1943 on a calendar-year basis by means of a joint resolution of April 29, 1943, which made an appropriation to assist in supplying and distributing farm labor. This appropriation act established the pattern for the program; no law authorizing the program, aside from the laws making appropriations, was passed until 1946. Funds for 1943 and 1944 were appropriated by laws dealing only with the program. The appropriation for 1945 was made in a section of the First Supplemental Appropriation Bill for 1945, and for 1946 in a section of the First Deficiency Appropriation Bill for 1946. An appropriation for continuing the program through June 30, 1947, was made in the Third Deficiency Appropriation Bill for 1946, and authorization extending the program for the same length of time was given in a separate law. The extension of the program through January 30, 1948, was authorized by a separate law, and the appropriation for carrying out the program until that date was made a part of the Second Deficiency Act for 1947.

The Wage Stabilization and Food Industries divisions of the Office of Labor operated on a fiscal-year basis. Funds for fiscal years 1945, 1946, and 1947 were appropriated in the regular appropriation bills for the Department of Agriculture and the War Food Administration for those years. 1/

Legislation

Public Law 45, April 29, 1943

On July 29, 1942, shortly after the Department of Agriculture was assigned responsibility for transporting and housing transient essential agricultural workers, the Secretary of Agriculture was allocated \$500,000 from the President's emergency fund to get the

1/ Since a detailed study of the wage stabilization program is available, these appropriations are not discussed in this chapter. (See 14, pp. 85-90).

program under way. Subsequently, additional allocations totaling \$4,000,000 were made. By January 31, 1943, \$1,507,220 of the total had been obligated and approximately \$3,500,000 had been committed (42,1943:10).

Request for Appropriation.-- In order to finance the program during 1943, a program that in response to farmer demand for aid in recruiting and transporting agricultural workers would be expanded greatly over the previous experimental program, the Department requested Congress to make an appropriation of \$65,075,000, to be expended under the supervision and direction of the Secretary of Agriculture.

House Hearings.-- Congress began hearings on the request February 17, 1943. The proposed program was criticized by the American Farm Bureau Federation, the National Council of Farmer Cooperatives, and the National Grange of the Patrons of Husbandry. 2/ The Subcommittee of the House Committee on Appropriations then asked the representatives of these organizations to make specific suggestions for a program.

On March 4, 1943, representatives of the American Farm Bureau Federation suggested a plan with the following points: (1) The entire responsibility for recruiting, transporting, and placing farm labor should be placed in the Extension Service; (2) All funds should be appropriated to the Office of Extension Service; (3) The program should be decentralized to the fullest extent possible; (4) The Extension Service in each State should be placed in full charge of the program in each State, with authority to enter into cooperative

2/ On March 1, 1943, these three organizations presented a joint statement, which read in part as follows:

"We recommend that the administration of this program be decentralized as far as possible so as to enable each State and each county to develop programs best adapted to the needs of their areas.

"With respect to workers imported from Mexico and other foreign nations, it is recommended that immediate steps be taken to secure the modification of the agreement with Mexico so as to remove existing impractical and unnecessary restrictions and requirements.

"Finally, we insist--irrespective of what funds are appropriated--that all unworkable, hampering restrictions and controls, including the fixing of minimum wages, restrictions of hours, housing standards, unionization of workers be immediately discontinued. To that end we ask that Congress write into the proposed appropriation for farm labor recruitment a prohibition against the use of these funds, or any other funds made available for farm labor recruitment, to impose such restrictions with respect to agricultural labor which is exempted under the Fair Labor Standards Act and the National Labor Relations Act (42,1943:133-137).

agreements with the United States Extension Service and/or other agencies; (5) The Office of Extension Service should be authorized to enter into cooperative agreements with the United States Employment Service to recruit and transport migrant labor moving across State lines and foreign labor; (6) The use of any of the funds to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or to impose or enforce collective bargaining requirements or union membership should be prohibited; (7) Congress should specifically exclude the Farm Security Administration from any further responsibility or activity with respect to recruitment, transportation, housing, subsistence, or placement of farm workers (42,1943:133-137).

Subsequent discussion at the hearings centered to a considerable extent upon whether the responsibility for recruiting and transporting interstate and foreign labor should be assigned to the Extension Service. The Master of the National Grange, the Secretary of Agriculture, and the Director of the Extension Service testified at the hearings held by the House Subcommittee that the Extension Service was not equipped to carry out this particular responsibility and that the Secretary of Agriculture should be permitted to designate the agency to perform the task (42,1943:151,162,204-205). On the other hand, several directors of State extension services testified that if it was the desire of Congress, the State extension services were willing to assume the responsibility.

On March 12, 1943, the Committee on Appropriations, in House Report No. 246, recommended to the House of Representatives that \$26,100,000 be appropriated by Congress for the farm-labor supply program. The Federal and State Extension Services were to have complete charge of the program under provisions very similar to those recommended by the American Farm Bureau Federation on March 4, 1943. The funds were to be allocated as follows:

1. To be apportioned to the State extension services for
 (a) recruitment, training, and placement of farm workers within the States; (b) intrastate transportation, supervision, temporary subsistence, and protection of workers; and (c) such temporary housing, including construction of additional facilities, rental, operation, and supervision of existing facilities as may be needed for any workers--
 total State funds.....\$13,500,000
2. Joint operation, Federal and State extension services and U. S. Employment Service, for recruitment, transportation, supervision, and protection of domestic workers transported from State to State and imported workers, to be handled through cooperative agreement..... 12,500,000
3. Administrative expenses, Federal Office of Extension Service..... 100,000

Total.....\$26,100,000

The Committee provided for the temporary allocation by the Federal Extension Service to the Farm Security Administration of part of the \$12,500,000 fund to carry on the program of importation of Mexican workers until such time as modifications in the agreement between the United States and Mexico could be made to conform with the provisions of the joint resolution. That authority was to extend over a period of not more than 30 days after the enactment of the resolution. No other provision was made for the Farm Security Administration.

Pace Amendment.-- During consideration of the resolution on the floor of the House of Representatives, the "Pace Amendment" was adopted. This clause provided that:

no part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, or for the transportation of any worker outside the limits of the State where he resides or is working without the prior consent in writing of the commissioner of agriculture for such State or other official who performs similar functions for such State. . .

Senate Hearings.-- On March 22, 1943, a Subcommittee of the Senate Committee on Appropriations began hearings on the House measure, House Joint Resolution 96. During the hearings, representatives of the American Farm Bureau Federation and several State directors of extension testified in support of the resolution, with only minor changes recommended in the House measure. 3/ Representatives of the National Grange, the California Fruit Growers' Exchange, and the Agricultural Producers' Labor Committee of California testified that, although they were opposed to the management of the program by the Farm Security Administration, management of the foreign and interstate labor program was outside the realm of the Extension Service. Representatives of the National Farmers Educational and Cooperative Union, the National Catholic Rural Life Conference, 4/

3/ It may be of interest to note that in several States there is a direct, official relationship between the State Farm Bureaus and the State Extension Services. Memorandum, M. L. Wilson, Director of Extension to Clinton P. Anderson, Secretary of Agriculture, July 12, 1945.

4/ Rt. Rev. John O'Grady stated in part: "My general observation in regard to the whole question of the employing of agricultural labor in the United States, and I have been trying to keep close to the situation, is that we have had no Government agency other than the Farm Security Administration, which has come close to the problem."

the Southern Tenant Farmers Union, the Congress of Industrial Organizations, and the United Cannery, Agricultural Packing and Allied Workers of America testified or filed statements opposing House Joint Resolution 96 and asked for an agricultural labor program similar to that originally proposed by the Secretary of Agriculture (49,1943: 59-201,245-248,257-258,271-275).

On March 30, 1943, Chester C. Davis, who had been appointed Administrator of Food Production and Distribution on March 26, 1943, 5/ and thus assigned responsibility for the agricultural-labor program, testified that House Joint Resolution 96 tied the hands of an administrator rather inflexibly. Mr. Davis stated that the program at county and State levels should be built around the Extension Service but that the Administrator should be free to supplement the Extension Service with other departmental resources. When asked if he wished a bill broad enough to permit the Farm Security Administration to be used, Mr. Davis replied: "I would want to be able to permit, for instance, the county agents to make use of some of the local F.S.A. workers, Senator. I certainly wouldn't want to turn the program over to F.S.A. to administer" (49,1943:259-261).

As passed by the Senate, the appropriation was increased to \$40,000,000 and several of the restrictive provisions were relaxed. The Senate also introduced a new provision which would allow elderly people to engage in agricultural labor without fear of losing their old-age benefits.

Provisions of the Law.-- After passage by the Senate, the resolution was referred to a joint conference committee. In this committee, the appropriation was reduced to the original figure of \$26,100,000, the expenditure of which was to be supervised by the War Food Administrator. Not less than \$9,000,000 nor more than \$13,050,000 were to be apportioned to the States for expenditure by the State Extension Service, not more than \$13,050,000 were to be available for expenditure by the Administrator, and not more than 2 percent of the funds appropriated were to be available for administrative expenses of the War Food Administrator.

The Pace Amendment was reworded to read as follows:

No part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in

5/ On April 19, 1943, Mr. Davis was designated War Food Administrator and the title of the Food Production and Distribution Administration was changed to War Food Administration by Executive Order 9334.

such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

The limitation banning the fixing of wages, housing standards, and hours of work read as follows:

No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or to impose or enforce collective-bargaining requirements or union membership, with respect to any agricultural labor, except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the government of such foreign country: Provided, That nothing herein contained shall prevent the expenditure of such funds in connection with the negotiation of agreements with employers of agricultural workers which may provide that prevailing wage rates shall be paid for particular crops and areas involved and that shelter shall be provided for such workers.

The law-Public Law 45- contained several miscellaneous provisions, the more important of which included definitions of terminology, provisions for depositing receipts from agricultural-labor-supply centers in the Treasury, authority for transferring Civilian Conservation Corps camps for use in the program, provisions for safeguarding old-age benefits to elderly people who wished to help relieve local labor shortages by working on farms, and exemptions from certain immigration requirements for native-born residents of North, South, and Central America, and the islands adjacent thereto who wished to perform agricultural labor in the United States. The law was approved April 29, 1943 (91,57:70).

Public Law 229, February 14, 1944

House Hearings.— On November 18, 1943, a Subcommittee of the House Committee on Appropriations began hearings on a bill to provide funds for the farm labor supply program for 1944. The War Food Administration requested a new appropriation of \$35,000,000, and a reappropriation of the estimated unexpended balance from 1943 of \$4,529,394, or a total of \$39,529,394, for the calendar year 1944. The phraseology of the Budget estimate proposed a continuation, by reference, of the Act of April 29, 1943, with certain specific modifications and additions. The more important of the suggested modifications were: (1) sums apportioned to the States would be available for the recruitment and transportation within a State of workers for employment elsewhere and would be available

for the construction of labor supply centers at not more than \$50,000 for any one center; (2) funds available for expenditure by the War Food Administrator could be used for providing health and medical services to families housed in labor-supply centers and to migrant agricultural workers and families in areas served by centers where other medical services were not available; (3) the restriction on transporting agricultural workers out of a county without the consent of the county agent was to be placed on a State rather than a county basis; (4) a revolving fund was to be established to enable the Government to operate feeding facilities; and (5) when authorized by the Administrator, workers might be used in the processing of perishable fruits and vegetables (42,1944:1,6-9).

During the hearings, a representative of the American Farm Bureau Federation made the same recommendation that the organization had made the previous year, which was that the entire responsibility, authority, and funds for the farm-labor-supply program be placed in the Extension Service. At the same time, four State extension service directors testified in support of the proposal (42,1944:250-276). The representative of the American Farm Bureau Federation estimated that the appropriation could be cut from the Budget estimate of \$39,529,394 to not less than \$32,620,000 nor more than \$35,620,000. Subsequently, the War Food Administrator and several of his staff members testified in opposition to the American Farm Bureau Federation plan and in favor of the original proposal. 6/ However, the House of Representatives, when it passed the bill on December 17, 1943, made the Extension Service responsible for the entire program. At the same time, the direct appropriation was reduced to \$27,000,000, making a total of \$31,529,394 available for 1944.

Senate Hearings.-- The Senate began hearings on the House bill, House Joint Resolution 208, on January 14, 1944. Again, much of the discussion was given to the question of assigning responsibility for the entire program to the Extension Service. The War Food Administrator and members of his staff and representatives of the California Fruit Growers' Exchange, the National Council of Farmer Cooperatives, the National Grange, and the United Cannery, Agricultural Packing and

6/ The War Food Administrator stated one reason for his opposition to concentrating all the authority in the Extension Service in part as follows: "...The foreign and interstate activities involve the transfer of labor from State to State, and must be handled by a central organization. The Director of Extension cannot give the States direction to do anything. They usually cooperate, but each of the 48 States would have to agree that their extension service should accept the new obligations proposed. Perhaps you can find a way around that; but suppose half a dozen States did not accept, or just sat down and held the labor?..." (42,1944:277).

Allied Workers of America testified in favor of continuing the organization established in 1943 with responsibility for local and intrastate labor and placement assigned to the Extension Service and responsibility for interstate and foreign labor assigned to the War Food Administrator. ^{7/} Representatives of the American Farm Bureau Federation and the directors of the State extension services of Maryland and Minnesota testified in favor of the bill passed by the House of Representatives, delegating the entire authority to the Extension Service. A representative of the California Farm Production Council also testified in favor of assigning the program to the Extension Service, provided the staff of the Office of Labor was incorporated in the Extension Service (49,1944:57-35).

The Senate passed the bill on January 28, 1944, and in the bill appropriated \$35,000,000 and the unexpended balance of the 1943 appropriation. Responsibility for the program was assigned to the War Food Administrator on the same basis as in 1943 and the appropriation was to be divided in much the same way. The Senate added the limitation that no part of the funds were to be used for the establishment or maintenance of regional offices.

The bill was referred to a conference committee of the legislative bodies. An agreement was reached, the bill was passed by both houses of Congress, and approved by the President on February 14, 1944 (91,58:11). The provisions of this law, Public Law 229, remained, almost without change, the basis of the farm-labor-supply program for the duration of the program.

Provisions of the Law.-- The sum of \$30,000,000 together with the amount remaining from the appropriation of April 29, 1943, was appropriated as follows: (1) not less than \$14,000,000 and not more than \$18,500,000 to be apportioned among the several States with the new provision that \$100,000 could be used for the construction of labor-supply centers and facilities (not to exceed \$20,000 for any one center); (2) the remainder was available for expenditure by the Administrator with certain new types of expenditures permitted, chief of which was that of furnishing health, medical, and burial services to migrant workers and their families who, without Government assistance, had entered an area served by a Government labor-supply center and to whom adequate health and medical services were not otherwise available; (3) not more than 1-1/2 percent of the combined sum of this and the 1943 appropriation were available for administrative expenses under the two Acts.

The limitations were identical with those of the 1943 Act, with the additional limitation that none of the funds were to be available for regional offices.

^{7/} The organizations mentioned differed on other sections of the proposed law (49,1944:1-12,87-105,117-120,125-140,145-156).

The Administrator was directed to enter into agreements for the State extension services to furnish such of the following facilities to interstate and foreign workers as these services were willing to undertake: health, medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers. The Administrator was to carry out these duties himself wherever a satisfactory agreement could not be negotiated with an extension service or he could modify or terminate any such agreement when this action was necessary to carry out an international agreement. The Administrator was also authorized to loan any State any Government-owned labor-supply center and its facilities in connection with these agreements.

Under the miscellaneous provisions of the Act, the Administrator was allowed to establish a revolving fund for furnishing subsistence to workers; to use workers under the program in the packing, canning, freezing, drying, or other processing of perishable or seasonable agricultural products; 8/ and, with the State Extension Services, to negotiate directly with the War Department for the utilization of prisoners of war and the emergency use of soldiers of the United States for production and harvesting of agricultural commodities. 9/

Public Law 529, December 22, 1944

House Hearings.— On November 29, 1944, the Director of Labor and other officials of the War Food Administration, in testimony before a Subcommittee of the Committee on Appropriations of the House of Representatives, asked that the following clause be carried in the First Supplemental Appropriation Bill for 1945:

The authority and funds provided by the Farm Labor Supply Appropriation Act, 1944, as amended, are hereby continued through June 30, 1945, for carrying out the purposes of said act, without regard to the limitation on the amount which may be used for administrative expenses.

About \$8,000,000 remained of funds previously appropriated. This sum was not sufficient to finance the program until June 30, 1945, but it would enable the Office of Labor to begin the work for the year while its budget request, which was to be submitted at a later date,

8/ This clause was strongly opposed in the Hearings by certain organizations, particularly the United Cannery, Agricultural Packing and Allied Workers of America. The Director of Labor testified that the authority was to be used only in emergencies (49,1944:182).

9/ Provisions not mentioned were similar to those of Public Law 45 or related to details that are discussed in subsequent chapters of this study.

was being considered. An objection to this procedure brought out in the hearings was that contracts made with foreign workers before additional legislation was passed would expire June 30, 1945, and an extensive program of renewals and new recruitments would be necessary (44,pp. 513-520). The House of Representatives, in order to meet this particular difficulty, continued the act of 1944 through December 31, 1945, and authorized the War Food Administration to enter into contracts for the farm labor program to an amount not in excess of \$10,000,000.

Senate Hearings.-- A Subcommittee of the Senate Appropriations Committee began hearings on the farm-labor-supply section of the House bill on December 12, 1944. Senator Edwin C. Johnson of Colorado opened the testimony by suggesting that \$22,000,000 and the unexpended balance from 1944 be made available for the operation of the program during 1945. Subsequent testimony by other Senators and statements from many growers, processors, growers' associations, the American Farm Bureau Federation, the National Council of Farmer Cooperatives, the Farm Labor Committee of the Association of Land-Grant Colleges and Universities, and the directors of extension in Maryland and Tennessee, stressed the advisability of making a full appropriation at once so that definite plans could be made for 1945 (53,pp.132-135,138-148).

Provisions of the Law.-- The Senate adopted the proposal to include the full appropriation in the bill under consideration and the House of Representatives concurred in the action. Public Law 529, approved December 22, 1944, continued the authority and funds provided by the Farm Labor Supply Appropriation Act, 1944, through December 31, 1945, and appropriated an additional \$20,000,000. Of the additional sum, not less than \$7,000,000 and not more than \$11,000,000 were to be apportioned among the States, and of that sum, \$100,000 might be expended for construction of labor-supply centers. The sum of \$605,228 from the additional appropriation was made available for administrative expenses (91,58:853).

Public Law 269, December 28, 1945

House Hearings.-- On October 24, 1945, Secretary of Agriculture Clinton P. Anderson requested the House of Representatives, in testimony before a subcommittee of the Appropriations Committee, to appropriate \$14,000,000 for the farm-labor-supply program for 1946. The request was much smaller than in previous years. Fewer workers would have to be imported, and the Department proposed to charge farmers 50 cents a day for each day of work by a laborer furnished from outside the State of use. The Department estimated that the charge to farmers would supply about \$4,250,000 for use in the program. Representatives

of several farmers' and growers' organizations testified in support of extending the program through 1946; the only criticism voiced was that perhaps the Department had not asked for a large enough appropriation (45,pp.106-117,802-852).

On November 26, 1945, the Committee on Appropriations recommended to the House of Representatives, as a part of its report on the First Deficiency Appropriation Bill for 1946, that \$14,000,000 be appropriated for the program and that, within certain limitations, the Department be permitted to charge 50 cents a day for the number of days a man furnished under the program worked. The Committee also recommended that the bill contain a clause permitting the State extension services to sell to local public agencies or associations of farmers, the camps and other facilities which had been purchased from farm-labor-supply funds allocated to the State Extension Services (41,p.13).

When the paragraph containing the suggestions of the Committee was considered by the House of Representatives it was stricken on a point of order. In its place an amendment was adopted which provided simply for the appropriation of \$14,000,000, of which not less than \$5,000,000 were to be appropriated among the States and of which \$562,023 were to be available for administrative expenses (37,Nov.29,1945:11370-11371).

Senate Hearings.-- On December 3, 1945, the Acting Secretary of Agriculture advised the Chairman of the Senate Committee on Appropriations that unless permission to charge employers for the use of out-of-State labor was restored to the bill, it would be necessary to increase the appropriation by \$4,250,000 to a total of \$18,250,000. However, the Director of the Labor Branch testified before a subcommittee of the Committee on Appropriations on December 5, 1945, that, particularly in view of the production goals for 1946, a larger imported labor force than first planned would be needed. The Director estimated that about 75,000 workers would require a direct appropriation of \$19,000,000 and a fee-collecting clause to yield \$6,000,000 or a direct appropriation of about \$25,000,000. Representatives of several farmers' organizations and growers' associations testified in favor of an increased appropriation for the program (54,pp.38-59,66-76,347-358,550-555).

The Committee on Appropriations, in its report of December 13, 1945, on the deficiency bill, recommended that the Senate appropriate \$22,000,000 for the farm-labor-supply program and add a clause to the bill that would permit the admittance of foreign workers in accordance with the provisions of the Act of 1944 during the continuance of the program, notwithstanding any official determination of the cessation of hostilities.

During Senate consideration of the farm-labor-supply section of the bill, the Committee's recommendation was amended by changing the sum appropriated from \$22,000,000 to \$25,000,000, of which at least \$7,000,000 were to be available for expenditure by the State extension services (37, Dec. 15, 1945: 12285-12287). The other recommendations regarding the farm-labor-supply and wage stabilization programs were adopted without amendment.

Provisions of the Law.— The bill went to a conference committee, was then passed by both legislative bodies, and was approved as Public Law 269 on December 28, 1945. The law continued the funds and authority provided by the Farm Labor Supply Appropriation Act of 1944 through December 31, 1946. In addition to the amount remaining from previous appropriations, new funds totaling \$25,000,000 were appropriated for the farm-labor-supply program. Of this sum, not less than \$7,000,000 were to be available for expenditure by State extension services (not more than \$100,000 of which might be expended for the construction of labor supply centers), and for administration, an additional \$562,023 might be used. Agricultural laborers were to be permitted to enter the United States under the provisions of the Act of 1944 for the duration of the program, notwithstanding any official determination of the cessation of hostilities (91, 59:645).

Public Law 521, July 23, 1946

On June 22, 1946, the President transmitted a supplemental estimate of \$12,000,000 for the farm-labor-supply program to the House of Representatives. The purpose of the estimate was to provide for a continuation of the program through June 30, 1947. The estimate was made a part of the Third Deficiency Appropriation Bill for 1946 and was passed by the House of Representatives and the Senate without public hearings or debate.

The Act, approved July 23, 1946, extended the authority and funds of the Farm Labor Supply Appropriation Act of 1944 through June 30, 1947, and appropriated the additional sum of \$12,000,000. Not less than \$3,000,000 of the additional sum was to be apportioned for use by the State extension services, and not more than \$50,000 of the sum so apportioned might be expended to construct farm-labor centers. In addition to amounts previously made available for administration, \$280,000 were also made available for such purposes (91, 60:617).

Public Law 707, August 9, 1946

On June 19, 1946, a few days before the request for funds providing for the farm-labor-supply program through June 30, 1947, was presented to Congress, a bill was introduced into the House of Representatives to provide for continuance of the program through

June 30, 1947. This bill authorized the program and the appropriation of funds for carrying it out. It passed both houses of Congress and was approved on August 9, 1946 (91,60:969).

Public Law 731, August 14, 1946

One section of the Farmers' Home Administration Act of 1946, approved August 14, 1946, dealt directly with the farm-labor-supply centers constructed or acquired by the War Food Administration or the Department of Agriculture:

(d) All labor supply centers, labor homes, labor camps, and facilities formerly under the supervision or administration of the Farm Security Administration and originally transferred or made available to the War Food Administrator for use in the farm labor supply program pursuant to Public Law 45, Seventy-eighth Congress, approved April 29, 1943 (57 Stat. 70), and all similar labor centers, homes, camps, and facilities constructed or acquired by the War Food Administrator or the Department of Agriculture pursuant to subsequent similar laws or otherwise, shall be liquidated as provided in this Act and the proceeds paid to the Treasurer of the United States as each such center, home, camp, or facility is no longer needed in the farm labor supply program originally initiated pursuant to Public Law 45, or until six months after the termination of the present hostilities as determined by concurrent resolution of the Congress, or by the President, whichever is the earlier (91,60:1064).

Public Law 40, April 28, 1947

Congress gave attention to the extension of the farm-labor-supply program beyond June 30, 1947, early in 1947. On January 27, 1947, Clifford R. Hope, United States Representative from the Fifth District of Kansas, introduced a bill to provide for continuance of the farm-labor-supply program through June 30, 1948.

House Hearings.-- The Committee on Agriculture held hearings on the bill on February 4, 5, and 6, 1947. All representatives of farmers' and growers' organizations who testified were in favor of the bill, although some of them believed the extension should be for 6 months rather than a year. Opposition was voiced by the Interstate Conference of Employment Security Agencies, made up of the State

agencies for unemployment compensation and State employment services, by the American Federation of Labor, and by the National Farm Labor Union (38,pp.1-33,84-105).

The bill reported by the Committee on Agriculture provided for 6 months' extension and final liquidation of the farm-labor-supply program by December 31, 1947. The bill also provided that it should not be construed to limit any of the functions of the United States Employment Service or State public employment services with respect to maintaining a farm-placement service as authorized in 1933 and that the farm-labor-supply centers that were to be liquidated under the terms of the Farmers' Home Administration Act of 1946 be continued available for the duration of the program. The House passed the bill on March 4, 1947.

Senate Hearings.-- The Committee on Agriculture and Forestry of the Senate held hearings on the bill on March 7, 8, and 12, 1947. The hearings covered both the bill passed by the House and a bill introduced by Senator Arthur Capper, which continued the program through December 31, 1947, and allowed an additional 90 days for liquidation. Representatives of several farmers' and growers' organizations supported an extension of the program, representatives of the American Federation of Labor, National Farm Labor Union, and Food, Tobacco, Agricultural, and Allied Workers of America opposed the extension (47,pp.69-76,80-111).

The Committee on Agriculture and Forestry recommended in Senate Report No. 52 that the Senate pass a bill to continue the program through December 31, 1947, allow a 30-day period for liquidation, and make the farm-labor-supply centers available for use during the duration of the program. The Senate passed the bill as reported by the Committee, with the addition of an amendment to permit any Mexican farm laborers then in the United States to remain until their employment terminated, but in no event later than December 31, 1947, provided their employers gave assurance to the Government that the workers would be returned without cost to the Government (37,Apr.8,1947:3300-3315).

Provisions of the Law.-- The House and Senate versions of the bill were compromised in conference and the bill, as Public Law 40, was approved April 28, 1947. The law permitted the program to continue through December 31, 1947, allowed an additional 30 days for liquidation, made the farm-labor-supply centers available through January 30, 1948, provided that the law was not to be construed to interfere with any functions of the United States Employment Service or State public employment services; and permitted any Mexican farm laborers presently in the country to remain for the duration of the farm-labor-supply program provided their employers gave assurances that the workers would be returned to their places of recruitment (91,61:55).

Public Law 76, May 26, 1947

The appropriation for carrying out the provisions of Public Law 40 was made a part of the Second Deficiency Act for 1947, approved May 26, 1947, as Public Law 76. No formal budget estimate was presented to Congress and the matter was presented only after Public Law 40 had been approved, which was after the House of Representatives had concluded hearings on the Second Deficiency Act for 1947. The Senate Committee on Appropriations held hearings on the matter on May 13, 1947. At this hearing, an official of the Department of Agriculture stated that the Department had estimated \$10,074,526, as the amount necessary to operate the program the last 6 months of calendar-year 1947. During the hearings, the program was endorsed by the Washington representative of the American Farm Bureau Federation, although he stated that he believed it could be carried on with less money than suggested by the Department (51,pp.97-111).

The Senate Committee on Appropriations recommended on May 15, 1947, in Report No. 175, that \$6,000,000, in addition to any funds remaining available from previous appropriations, be appropriated for the supply and distribution of farm labor. Not less than \$2,400,000 of this sum were to be available for the State Extension Services; \$300,000 were to be available for administrative expenses; and not more than \$310,000 of the funds remaining on January 30, 1948, were to be available until June 30, 1948, for expenses relating to the final liquidation of the project. In addition, up to \$500,000 received from the sales of labor-supply centers and related facilities were to be available for paying the costs of this disposal program. The Senate passed the bill as recommended.

As the farm-labor-supply section of the bill was new, it was a matter for conference between the conference committees of the two Houses. As a result of the conference, the amount appropriated for the farm-labor-supply program was reduced to \$5,000,000 in addition to unexpended balances available. Not less than \$2,000,000 of the additional funds were to be apportioned among the several States; \$250,000 were to be available for administrative expenses; and \$258,000 were to be available from January 30, 1948, to June 30, 1948, for expenses related to the final liquidation of the project. In addition, \$500,000 of the receipts from the sales of labor-supply centers and related facilities were to be available for paying the costs of disposing of the facilities. The law was approved May 26, 1947 (91,61:109).

Public Law 298, July 31, 1947

During hearings held in June 1947 on a permanent farm-labor program, the opinion was expressed by several representatives of farm organizations that provision should be made for transferring farm-labor camps to public agencies and farmers' associations for housing persons

engaged in agricultural work (39,48). On July 22, such a bill was passed by the House of Representatives and on July 23, the same bill was passed by the Senate. It was approved July 31, 1947, as Public Law 298.

The law gave the Department of Agriculture authority, in addition to the authority in the Farmers' Home Administration Act of 1946, to dispose of farm-labor-supply centers, labor homes, labor camps or facilities, and equipment, for such prices and under such terms as the Secretary determined to be reasonable to any public or semi-public agency or nonprofit association of farmers in the community who would agree to operate and maintain the facilities for housing farm laborers and to relieve the Government of all responsibility in connection with the facilities. The authority expired June 30, 1949, but was later renewed. After January 30, 1948, no facility was to be operated except under contract with responsible public or semi-public agencies or nonprofit associations of farmers. Facilities for which no contractual arrangement had been made by January 30, 1948, were to be liquidated as expeditiously as possible (91,61:694).

Responsibility for the Program

The War Food Administrator was responsible for the emergency farm labor program, within the limits set by Congress, from before the time Public Law 45 was approved until, with the end of fighting in Europe, the War Food Administration was terminated and its remaining functions transferred to the Department of Agriculture. The Secretary of Agriculture was responsible for the program from that date, July 1, 1945, until the close of the program.

Assignments of Responsibilities by the War Food Administrator and the Secretary of Agriculture

Deputy Administrator for Farm Labor.-- On April 30, 1943, the War Food Administrator assigned responsibility for all labor programs of the War Food Administration to Deputy Administrator Lt. Col. Jay L. Taylor (99,no.2). Colonel Taylor resigned on June 21, 1943, and Colonel Philip G. Bruton was appointed Deputy Administrator of the War Food Administration, responsible for the newly created Office of Labor into which was consolidated all functions of the War Food Administration relating to labor, manpower, and wage stabilization (99,no.2,rev.). The title, Deputy Administrator, was superseded by that of Director of Labor Supply (subsequently Director of Labor) on September 24, 1943 (99,no.27), but responsibility for the entire War Food Administration labor program continued to be assigned to Director of Labor Bruton until May 24, 1944.

Assistants to the Deputy Administrator.-- Administrator's Memorandum No. 2, appointing Colonel Taylor Deputy Administrator of the War Food Administration for labor programs, stated that he was to be assisted in the labor work by M. L. Wilson, Director of Extension Work, particularly with respect to the functions assigned to the State Extension Services, and by Colonel Philip G. Bruton, Director of Interstate and Foreign Labor, particularly with respect to administration of programs for the supply and distribution of interstate and foreign labor. After Colonel Taylor's resignation, Colonel Bruton, as Deputy Administrator from June 21, 1943, to September 24, 1943, and from the latter date until May 24, 1944, as Director of Labor, was to be assisted by Director of Extension Work M. L. Wilson (99,no.27).

Division of Authority, May 24, 1944.-- On May 24, 1944, the War Food Administrator divided responsibility for the labor functions of the War Food Administration between the Office of Labor and the Extension Service (99,no.27,sup.8). The Office of Labor was assigned responsibility for all functions of the War Food Administration relating to labor, manpower, and wage stabilization except those relating to intrastate labor, the Women's Land Army, and the Victory Farm Volunteers. The Extension Service was made responsible for all functions of the War Food Administration relating to intrastate labor, the Women's Land Army, and the Victory Farm Volunteers. Henceforth, for the duration of the program, this division of authority was maintained. On January 11, 1945, the responsibilities of the two agencies were redefined by the War Food Administrator (99,no.27,rev.1,am.2). The Office of Labor was assigned the functions of the War Food Administration relating to manpower and wage stabilization and to foreign labor, except placing such labor with individual producers or producer associations; the operation of all farm-labor-supply camps owned or leased by the War Food Administration and used to house migratory labor, including the provision of subsistence and medical care; and negotiations with the War Department for the utilization of prisoners of war as agricultural workers. The Extension Service was assigned responsibility for intrastate domestic labor, the Women's Land Army, and the Victory Farm Volunteers; interstate domestic and migratory domestic labor, except for housing, subsistence, and medical care in War Food Administration camps; determination of prevailing wages; and administrative and supervisory relationships with State agricultural extension services in regard to the labor-supply program. During this period, both the Director of Labor and the Director of Extension Work reported to the War Food Administrator.

Assignment of Responsibility by the Secretary of Agriculture.-- Executive Order 9577, effective at the close of business June 30, 1945, terminated the War Food Administration and transferred all functions to the Secretary of Agriculture (91,10:8087,8090). On August 18, 1945, effective August 20, 1945, the Secretary of Agriculture established the

Production and Marketing Administration, with the Office of Labor, under the name of Labor Branch, as part of the new Administration (62,no.1118). No changes were made in its functions. On September 27, 1946, the Production and Marketing Administrator announced that an Assistant Administrator for Production was to be appointed (60,no.2144-46). However, this plan did not become effective until April 1, 1947, after which date, until the conclusion of the labor program, the Labor Branch was responsible to the Assistant Administrator for Production (62,no.1188). Meanwhile, from June 30, 1945, until the close of the program, the Director of Extension Work reported directly to the Secretary of Agriculture upon the farm-labor activities assigned to the Extension Service.

Organization of the Office of Labor and the Labor Branch

Although the Office of Labor and the farm-labor-supply program of the Extension Service were at least nominally under one head for approximately the first year of the program, the Office of Labor, under the direction of Colonel Philip G. Bruton, and the Extension Service, with its farm-labor work under the direction of Deputy Director of Extension Work Meredith C. Wilson, actually developed separately, with different divisions to handle the particular tasks assigned to these two major units. For this reason, the internal organizations of the Office of Labor and of the Extension Service farm-labor-supply program are discussed separately.

Organization of the Washington Office

When Public Law 45 was approved, the Deputy Administrator of the War Food Administration was faced with the problem of establishing an organization to handle the foreign and interstate programs authorized by Congress. The new organization had been charged with taking over a program that was already in operation. There were foreign workers in the United States under contract who had to be transported, housed, fed, and given medical attention, and the interstate domestic labor program was in progress. As a practical matter, operations of the program were not interrupted, but were continued by the Farm Security Administration until the Office of Labor was prepared to assume their direction. In the field of administrative services, such as the work concerned with personnel, finance, pay rolls, and so on, this use of Farm Security Administration facilities continued for about a year. The transition was also eased by the transfer of available personnel experienced in transporting farm workers, in operating farm-labor supply centers, and in performing related work, from the Farm Security Administration to the Office of Labor (42,1944:10).

Organization Announced July 1, 1943 (104,no.1).-- The organization of the Office of Labor was first announced on July 1, 1943, by Deputy War Food Administrator Colonel Philip G. Bruton. Two branches, the Program Planning Branch and the Interstate and Foreign Labor Branch, were established. The Program Planning Branch, headed by George W. Hill, was to develop over-all plans, policies, and programs for the Office of Labor. The Interstate and Foreign Labor Branch, headed by Mason Barr, was to administer the phases of the program relating to the supply and distribution of interstate and foreign labor. Lt. Col. Wilson R. Buie was named Assistant Deputy Administrator, with full authority to act for the Deputy Administrator in his absence. Colonel William M. Wilder was assigned liaison functions with the Selective Service System, War Manpower Commission, War Relocation Authority, and Conscientious Objector Groups. Henry G. Herrell was appointed Executive Officer, with responsibility for plans, policies, and programs pertaining to the general administrative management functions and activities of the program. Two persons not on the immediate staff of the Office of Labor were also assigned functions in this memorandum. Deputy Director of Extension Work, M. C. Wilson, through Director of Extension Work, M. L. Wilson, was assigned responsibilities in connection with the functions of the State extension services in the program. Arthur J. Holmaas, Chief of the Food Industries Labor Branch of the Food Distribution Administration, by agreement with the Director of the Food Distribution Administration, was placed in charge of the functions related to food processing and trade labor which fell within the purview of the Office of Labor.

Transfer of Food Industries Labor Branch.-- The War Food Administrator transferred the Food Industries Labor Branch of the Food Distribution Administration to the Office of Labor on August 14, 1943 (99,no.2 rev.,sup.1). The Director of Labor established a Food Industry Division in the Program Branch to continue the functions of the Food Industries Labor Branch and defined the duties of the new Division. The Division functioned in a liaison and research capacity, and was not responsible for the administration of operating programs. Its major fields of activity in relation to the food industries and the agricultural input industries, such as feed processing, machinery production, container production, etc., were (1) assistance in the retention, recruitment, and placement of workers; (2) analysis of wage problems in these industries; and (3) assistance in manpower utilization and worker morale programs in these industries (104,no.15).

Other Changes During 1943.-- The organization announced on July 1, 1943, was, as might be expected, substantially modified during the year. As particular programs developed, branches and divisions were established to handle them. However, none of the changes not already mentioned resulted from directives or memoranda issued by the War Food Administrator.

By March 1, 1944, the Office of Labor had been established in essentially the form that it was to retain until August 20, 1945, when it became the Labor Branch of the Production and Marketing Administration. The one apparent major change, discontinuance of the listing of the Intra-State Labor Branch after May 24, 1944, when the War Food Administrator divided responsibility for the farm-labor program between the Extension Service and the Office of Labor, was of only nominal importance in that the Intra-State Labor Branch had not functioned as a direct part of the Office of Labor. 10/

Operations Branch.-- The Operations Branch was responsible for the development of operation procedures and the technical supervision of operations involved in carrying on approved programs. The Branch had three divisions: Transportation, Shelter and Feeding, and Engineering.

The Transportation Division directed the following parts of the labor-supply program: recruitment, selection, and transportation of foreign agricultural workers; selection and transportation of interstate domestic agricultural workers; execution of employment agreements with growers; execution of work agreements by participating agricultural workers; and activities other than fiscal incidental to the fulfillment of contractual obligations. Responsibility for selecting and transporting interstate domestic agricultural workers was transferred to the Extension Service on January 11, 1945, and after that date the Transportation Division was responsible for obtaining special equipment for transportation of such workers. The Shelter and Feeding Division directed the provision of shelter, feeding, and necessary community services for agricultural workers participating in the program. The Engineering Division was responsible for planning, construction, maintenance, repair work, and related activities for all farm-labor camps and leased facilities under the War Food Administration.

Program Branch.-- The Program Branch was responsible for the coordinated development of programs to meet the labor, manpower, and wage stabilization responsibilities of the War Food Administration and for liaison with other agencies in the development of general program policies. The Branch had three divisions: Wage Stabilization, Food Industries, and Requirements and Certifications.

The Wage Stabilization Division was responsible for developing and carrying out the farm wage stabilization program of the War Food Administration. The Food Industries Division was responsible for liaison and coordinating relations with the food industries and with other Government units dealing with the labor supply and utilization problems in the food industries. The Requirements and Certifications Division was responsible for reviewing all requests for transported agricultural workers, for determining and certifying the need for interstate and foreign workers, troops, and prisoners of war, and for collecting statistics and making reports on the farm-labor program. After January 11, 1945, reviewing

10/ Based on organization charts of the Office of Labor.

of requests and certifying of need for various types of agricultural labor was limited to foreign workers.

Health Services Branch.-- The Health Services Branch was responsible for planning, developing, and carrying out programs and formulating policies and procedures to protect the health of agricultural workers. The Branch had two divisions: Administrative Control and Professional Services.

Administrative Management Branch.-- The Administrative Management Branch was responsible for policies, plans, and procedures pertaining to over-all administrative management functions and activities of the Office of Labor. The Branch had three divisions: Business Services, Budget and Finance, and Personnel.

The Business Services Division was responsible for such functions as procurement, property and equipment control, mails, files, and similar activities. The Budget and Finance Division was responsible for the accounting and budget-control systems and for determining the liability of the Government, the employer, or the worker under the terms of agreements respecting employment of agricultural workers and for all other fiscal aspects of contract compliance. The Personnel Division recommended personnel policies and developed and maintained the personnel program for the Office of Labor.

Organization of August 20, 1945.-- With the reorganization of the Department of Agriculture on August 20, 1945, the Office of Labor became the Labor Branch of the Production and Marketing Administration. This meant that the branches of the former Office of Labor necessarily became divisions and the former divisions became sections. However, several changes more basic in the organization were made between this date and the termination of the program.

Organization of April 25, 1946.-- An organization chart of the Labor Branch was completed by the Budget and Organization Division, Production and Marketing Administration, on April 25, 1946, and was immediately put into effect. 11/ Under this new organization, the work formerly carried on by the Food Industries and Administrative Management units became functions of the Office of the Director. The Program Division carried on the previous functions of the Program Branch, except for the work of the Food Industries and Wage Stabilization units. The Wage Stabilization Division, responsible for carrying out the wage stabilization program in accordance with directives of the Office of Economic Stabilization, henceforth reported directly to the Director of the Labor Branch. The Operations Branch and the Health Services Branch became divisions, with little change in duties.

11/ The chart was formally approved on May 22, 1946.

Organization of February 6, 1947.-- The Washington office was again reorganized early in 1947, with a new organization chart dated February 6 and a Production and Marketing Administration instruction dated February 14 detailing the changes. The Office of the Director no longer had responsibilities for Food Industries work. ^{12/} The Wage Stabilization Division had been abolished as a result of the termination of all agricultural wage stabilization regulations by Executive Order 9801 effective November 9, 1946 (92,11:13435,13443). The functions of the Program and Health Services Divisions were little changed. The Operations Division was divided into the Transportation Division and the Shelter and Feeding Division, with the duties of the former division divided between the two new divisions.

In addition, the Mexico City office of the Labor Branch, formerly responsible to the divisional office at Berkeley, Calif., was made a part of the Washington office of the Labor Branch, directly responsible to the Director. The Mexico City office served as liaison with the United States Ambassador to Mexico to aid in the negotiation of international agreements and with representatives of the Mexican Government, railroads, and banks regarding contractual and other matters; supervised recruitment and processing of workers; and assisted repatriated workers who had problems concerning trust-fund deductions, etc.

During the remainder of 1947, the organization remained essentially the same. As the program drew to a close, the working force decreased and functions were terminated until, on December 31, 1947, only a staff to close out the program remained.

Organization of the Field Offices

The field functions of the War Food Administration in administering the Federal farm-labor-supply program were carried out from April 30, 1943, until July 1, 1943, by the existing field organization of the Farm Security Administration. However, in order that the division between the Office of Labor and Farm Security Administration be absolute and complete by July 1, 1943, so far as operations and field contacts were concerned, ^{13/} the Administrator of the Farm Security Administration and the Deputy Administrator for labor programs of the War Food Administration sent a joint telegram dated June 24, 1943, to regional directors of the Farm Security

^{12/} The food industries labor function, although not shown on the chart and instruction, was not formally discontinued until Feb. 17, 1947.

^{13/} Memorandum, Col. Philip G. Bruton, Deputy Administrator, War Food Administration to Mason Barr, Farm Security Administration, June 26, 1943.

Administration advising of the transfer of functions and certain personnel and of the appointment of regional directors for the Office of Labor. In some cases the regional directors of the Farm Security Administration were asked to serve during the interim period as regional directors of the Office of Labor.

Establishment of Regional Offices, August 9, 1943.— On August 9, 1943, the Deputy Administrator established seven regional offices, each to be headed by a regional director, who was to be responsible for all Office of Labor activities within the region and who was to report directly to the Deputy Administrator (104,no.4). Region one, with headquarters at Upper Darby, Pa., included the States of Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Vermont, and Rhode Island. Region two, with headquarters at Montgomery, Ala., included Alabama, Florida, Georgia, Kentucky, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia. Region three, headquartered at Indianapolis, Ind., included Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin. Region four, Dallas, Tex., included Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas. Region five, Denver, Colo., included Colorado, Kansas, Montana, Nebraska, North Dakota, South Dakota, and Wyoming. Region six, San Francisco, Calif., included Arizona, California, Nevada, and Utah. Region seven, Portland, Oreg., included Idaho, Oregon, and Washington. Effective September 16, 1943, the regional boundaries were adjusted to place Arizona in region four rather than in region six (104,no.4,sup.2).

Subject to applicable laws and regulations, each regional director was authorized to exercise in his region all delegable powers vested in the Deputy Administrator in charge of labor except that the regional directors were to have no authority for directing the activities of the State extension directors in carrying on the intrastate aspects of the farm labor program. The pattern of organization in each regional office was to resemble that of the Washington office and was subject to prior approval of the executive officer of the Office of Labor (104,no.4). Within smaller geographic areas where the work load was heavy, regional directors appointed area representatives to supervise Office of Labor activities within the specific areas and to consult with State and local extension service and other officials on farm-labor problems.

Establishment of Field Operations Offices, March 8, 1944.— During hearings before a Senate subcommittee on appropriations for the farm labor program for 1944, the usefulness and desirability of regional offices was questioned. The Director of Labor stated that the offices were in fact purely operational and that dealings with individual States were not through these offices but directly from Washington with the State directors of extension through the Federal Extension Service (49,1944:139-140,153,183-193,195-196,201). However, the appropriation bill, as signed, contained the limitation that no part of the funds appropriated

should be used to establish or maintain regional offices (91,58:11). At the same time, it was made clear in Senate debate on the bill and in conference report No. 1080 of the House of Representatives that the provision was aimed solely at policy-making regional offices and did not exclude the maintenance of field operational offices (37,Jan.28,1944).

On January 31, 1944, the Director of Labor informed the regional directors that "Due to discussion on floor of Senate the requirement to abolish Regional Offices will permit offices to continue on all operational functions now performed but will not permit them to be offices to fix policies or offices through which State Directors of Extension must deal with Washington. These offices have not been used as such nor has it ever been intended to use them as such. When the legislation passes the name Region will be changed to some other in order to avoid a misunderstanding as to their functions." 14/ The bill was approved February 14, 1944, and, on February 18, the Director of Labor advised the chairman of the Administrative Council of the Department of Agriculture that the Office of Labor proposed to discontinue its seven regional offices and establish five field-operations offices. 15/ The Administrative Council approved the proposal February 23, 1944, 16/ and, on March 8, the Director of Labor formally established five field-operations offices (104,no.4,rev.1). The Northeastern division office at Upper Darby, Pa. (subsequently Philadelphia), covered the same territory as the previous region one, with the addition of West Virginia. The Southeastern division office at Atlanta, Ga., covered operations in Virginia, North Carolina, South Carolina, Georgia, Tennessee, Florida, Alabama, and Mississippi. The Central division office, Chicago, Ill., covered Ohio, Indiana, Illinois, Michigan, Wisconsin, Minnesota, Iowa, Missouri, Kentucky, Arkansas, Louisiana, North Dakota, South Dakota, Nebraska, Kansas, Oklahoma, and Texas. The Northwestern division office at Portland, Oreg., served Washington, Oregon, Idaho, Montana, Wyoming, Colorado, and Utah. The Southwestern division office, Berkeley, Calif., served California, Nevada, New Mexico, and Arizona.

Organization of Field Operations Offices.-- An organization chart for the field-operations offices, approved April 18, 1944, established the following divisions in each office: Health Services, Transportation, Shelter and Feeding, Engineering, Program, and Finance

14/ Memorandum, Col. Philip G. Bruton, Director of Labor to Regional Directors, Office of Labor, Jan. 31, 1944.

15/ Memorandum, Lt. Col. Wilson R. Buie, Acting Director of Labor to R. L. Webster, Chairman, Administrative Council, Feb. 18, 1944.

16/ Memorandum, R. L. Webster to Lt. Col. Wilson R. Buie, Feb. 23, 1944.

and Business. Generally, these divisions were responsible for the operational duties within each geographic division that the corresponding branches and divisions handled on a national and policy-making basis in the Washington office. Contract Compliance Divisions, responsible for the determination of compliance with fiscal requirements of the agreements, for representing the Office of Labor relative to contract interpretation, and for keeping records of trust funds, wage deductions, etc., were established at Atlanta and Berkeley. The Atlanta office provided services for West Indian workers and the Berkeley office for Mexican workers. The Contract Compliance Division in Atlanta was subsequently moved to Philadelphia.

From April 18, 1944, to December 31, 1947, several additional organization charts were approved. However, the broad outlines of the Field-Operations or divisional offices remained the same. The changes that were made usually paralleled the changes made in the Washington office that were previously discussed.

Area Offices.-- Area representatives, supervising the operations of the Office of Labor within specific areas in which the activity was such as to require their assistance, continued as an integral part of the organization until the end of the program. Area representatives supervised the farm-labor-supply centers, which provided shelter, feeding, and related community services for eligible workers. When necessary, farm-labor field or district offices, responsible to the area administrator, were established to do the actual work of executing agreements with workers and growers, inspecting conditions of employment for foreign agricultural workers, arranging transportation, and subsistence and medical care for workers, and maintaining local liaison relationships with public and private agencies concerning the farm-labor program. These field or district offices were on a temporary basis and were open only at the locations where, and during the time of year when, their services were required.

Organization of the Extension Services Farm Labor Program 17/

The Washington Office

Organization of May 20, 1943.-- On May 20, 1943, an organization chart for the Extension Service, showing the farm-labor program, was approved. In general, this chart modified the chart of February 12, 1943, insofar as Public Law 45 made modification necessary, and changed

17/ Meredith C. Wilson, formerly Deputy Director of the Extension Service in charge of the farm labor supply program, has written a full and analytical report entitled Organization and Administration Extension Farm Labor Program 1943-1947, of 104 pages, to which the reader is referred for additional details and discussion. Copies of the report are on file in the Library of the U. S. Department of Agriculture, Library of the National Archives, and the Extension Service.

the former "Units" to "Divisions." The Office of the Director was responsible, under the general administrative direction of the Deputy Administrator of the War Food Administration in charge of farm labor, for the general administration and supervision of those phases of the farm-labor program assigned to the Cooperative Extension Service of the Department and the State Agricultural Colleges. This responsibility had been assigned to Meredith C. Wilson, Deputy Director of Extension. Three new divisions had been established to carry out particular functions of the program. 18/ The Women's Land Army Division, headed by Miss Florence L. Hall, was to develop plans, policies, and procedures for organization and operation of a Nation-wide program for utilizing women of towns and cities for appropriate kinds of farm work. The Victory Farm Volunteers Division, headed by I. H. Schmitt, was to promote a national program for recruitment, training, placement, and supervision of nonfarm youth of high-school age for summer vacation and crop-season farm labor. The Placement and Interstate Recruitment Division, headed by Barnard Joy, was to develop and put into operation plans, policies, and procedures for the placement of persons available for farm work; plan the establishment and maintenance of farm-placement centers; and encourage the mobilization and recruitment of intrastate sources of labor for farm work.

The Division had five area offices, Western, South Central, North Central, Southeastern, and Northeastern to facilitate cooperation among the States. The Maximum Utilization of Farm Labor Section was established in the Division of Subject Matter to plan for the fullest possible utilization of available farm labor in order to reduce to a minimum the necessity of bringing in labor from a distance. This involved community cooperation in the use of labor and machinery, application to agriculture of labor-saving techniques, and arrangements for training inexperienced farm workers. H. M. Dixon served as Assistant Deputy Director of Extension for the farm labor program from 1943 to 1945 and Barnard Joy from 1946 to 1947. The Divisions of Business Administration and Extension Information were to furnish administrative and information services respectively for the farm-labor program. The Information Division assigned Carl Hancock to handle the farm-labor work from 1943 to 1945, and Hugh Eames from 1945 to 1947.

Organizational Changes.-- By February 19, 1945, when a new organization chart was approved, the clarification of the respective functions of the Extension Service and the Office of Labor and Operating experience had led to certain changes in the structure for administering the labor program. Chief among these changes was the establishment of

18/ The origins of these functions and divisions are traced in the sections of this study dealing with the specific programs.

a separate Labor Utilization Division, headed by L. M. Vaughan, replacing the Maximum Utilization of Farm Labor Section. The new division was divided into three sections: Labor Analysis, Labor Management, and Work Simplification. The Placement and Intrastate Recruitment Division became the Recruitment and Placement Division. Its duties were to develop and put into operation plans, policies, and procedures to be followed in the mobilization and recruitment of both interstate and intrastate sources of labor, in the placement of all labor and maintenance of farm-placement centers, in the transportation of domestic workers within States and between States, and in the housing and medical care of workers. At the end of 1945, the Women's Land Army Division was discontinued as a separate unit and recruitment and placement of women agricultural workers was merged with the work of the Recruitment and Placement Division.

Organization in the States 19/

Responsibility for operation of the program in the States was assigned to the State directors of extension. Each director was assisted by a staff headed by a State farm labor supervisor and including assistant supervisors for the Victory Farm Volunteers, Women's Land Army, Labor Utilization, and other activities. The number of assistant supervisors employed varied among States in accordance with the needs of the particular States concerned. Again in accordance with the needs of particular States, field assistants were employed to give assistance and supervision to the counties in carrying out major programs.

An Extension farm-labor advisory committee, made up of leading citizens and representatives of State agencies, serving without pay, was established in each State, and, in some States, Victory Farm Volunteer and Women's Land Army subcommittees were appointed. The farm-labor advisory committees generally numbered between 15 and 25 members. Committee meetings were held infrequently in most States, but individual committee members were sometimes consulted regarding particular problems. 20/

19/ U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, p. 33-36.

20/ For example, in Nebraska during 1943: "This committee met only twice and was instrumental in making a survey of labor needs for haying in the sandhill ranch area of the state... The State Supervisor was in close touch at all times with several members of the committee..." Nebraska State Extension Service, Emergency Farm Labor Program, Annual Report, 1943, p. 4. (Unpublished) During 1944 the Mississippi committee "was contacted in person by long distance telephone or by letter for advice in handling emergencies. This committee has been most helpful in making determinations." Mississippi State Extension Service, Emergency Farm Labor Program, Annual Report, 1944, p. 2. (Unpublished)

The job of the State farm-labor staff was primarily one of seeing that the counties in the State were provided with the personnel and funds necessary to carry out the program and that they received necessary assistance in obtaining outside labor. Actual operations, with a few exceptions such as State-wide VFV and WIA programs in certain States, were carried on in the counties.

State Extension Directors and State Farm Labor Supervisors, 1943-47

<u>State</u>	<u>Extension Director</u>	<u>Farm Labor Supervisor</u>
Alabama	P. O. Davis	G. J. Fowler (1943-44) H. E. Williams (1945-47)
Arizona	C. U. Pickrell	H. R. Baker (1943-44) Roy Young (1945-47) E. C. Clark (1947)
Arkansas	W. R. Horlacher Aubrey Gates (Associate)	W. M. Cooper
California	B. H. Crocheron	W. R. Schoonover (1943-45) J. J. McElroy (1946-47)
Colorado	F. A. Anderson	A. J. Hamman (1943-46) F. O. Ford (1947)
Connecticut	E. G. Woodward (1943) R. K. Clapp (Associate, 1944-47)	P. L. Putnam
Delaware	G. L. Schuster (1943-46) G. M. Worrilow (1947)	J. F. Gordy
Florida	Wilmon Newell (1943) A. P. Spencer (1943-46) H. G. Clayton (1947)	E. F. DeBusk (1943-46) H. S. McLendon (1946-47)
Georgia	W. S. Brown	J. W. Fanning (1943-44) L. I. Skinner (1945) R. E. Smith (1946-47)
Idaho	E. J. Iddings (1943-45) D. R. Theophilus (1946-47) C. O. Youngstrom (Assistant)	D. L. Fourt (1943-44) R. K. Pierson (1945-47) Ray Peterson (1947)

State Extension Directors and State Farm Labor Supervisors, 1943-47 (Cont.)

<u>State</u>	<u>Extension Director</u>	<u>Farm Labor Supervisor</u>
Illinois	H. P. Rusk	Paul Johnson (1943-44) W. D. Murphy (1945-47)
Indiana	H. J. Reed	J. B. Kohlmeyer (1943-45) A. M. Niehter (1946-47)
Iowa	R. K. Bliss (1943-45) H. H. Kildee (1946-47)	Floyd Johnson (1943-44) J. R. Fitzsimmons (1945-47)
Kansas	H. J. C. Umberger (1943-46) L. C. Williams (1947)	Frank Bleeka
Kentucky	T. P. Cooper	Bruce Poundstone (1943-45) W. B. Ball (1946-47)
Louisiana	H. C. Sanders	C. E. Kemmerly, Jr. (1943-46) W. P. Sellers (1947)
Maine	A. L. Deering	Smith McIntyre
Maryland	T. B. Symons	Paul Nystrom (1943-47) A. L. Krewatch (1947)
Massachusetts	W. A. Munson	Roy Moser
Michigan	R. J. Baldwin	A. B. Love
Minnesota	P. E. Miller	C. M. Kelehan
Mississippi	L. I. Jones	R. E. Waters
Missouri	J. W. Burch	J. D. Monin (1943-45) W. A. Cornell (1946) C. E. Klingner (1946) W. P. Murphy (1947)
Montana	J. C. Taylor (1943-45) R. B. Totell (1946-47)	R. E. Bodley (1943-44) H. L. Dusenberry (1945-46) Roy Haight (1947)
Nebraska	W. H. Brokaw H. G. Gould (Assistant)	A. H. Maunder (1943-44) Leroy Snipes (1945-47)
Nevada	C. W. Creel	Otto Schulz

State Extension Directors and State Farm Labor Supervisors, 1943-47 (Cont.)

<u>State</u>	<u>Extension Director</u>	<u>Farm Labor Supervisor</u>
New Hampshire	H. B. Stevens	K. E. Barraclough (1943-44) Norman Whipple (1945-47)
New Jersey	L. A. Bevan (1943-44) W. H. Martin (1945-47) L. G. Cook (Associate, 1945-47)	J. C. Taylor
New Mexico	A. B. Fite (1943-46) H. R. Varney (1947)	A. E. Triviz (1943-1944, 1947) Orren Beaty (1945-46)
New York	L. R. Simons	S. R. Shapley (1943) R. A. Polson (1944-45) E. K. Hanks (1946-47)
North Carolina	I. O. Schaub	F. S. Sloan
North Dakota	E. J. Haslerud	H. W. Herbison
Ohio	H. C. Ramsower	Guy Dowdy
Oklahoma	Shawnee Brown	E. K. Lowe (1943) Ford Mercer (1944-47)
Oregon	W. A. Schoenfeld	J. R. Beck
Pennsylvania	J. M. Fry	J. L. McCord (1943-45) D. W. Atkinson (1946-47)
Rhode Island	H. O. Stuart	G. E. Bond
South Carolina	D. W. Watkins	O. M. Clark (1943-45) W. L. Brannon (1946-47)
South Dakota	J. V. Hepler (1943-44) G. I. Gilbertson (1945-47)	W. E. Dittmer
Tennessee	C. E. Brehm	R. W. Moore
Texas	H. H. Williamson (1943) G. E. Adams (Acting, 1943) J. D. Prewit (Acting, 1944) I. P. Trotter (1944-47)	Caesar Hohn
Utah	William Peterson (1943) W. W. Owens (1943-47)	G. A. Carpenter (1943-45) Morris Taylor (1946-47)

State Extension Directors and State Farm Labor Supervisors, 1943-47 (Cont.)

<u>State</u>	<u>Extension Director</u>	<u>Farm Labor Supervisor</u>
Vermont	J. E. Carrigan	R. P. Davison (1943-45) C. B. Doane (1946-47)
Virginia	J. R. Hutcheson (1943-44) L. B. Dietrick (1945-47)	H. L. Dunton (1943-45) D. A. Tucker (1946-47)
Washington	J. C. Knott E. V. Ellington (1946-47)	A. F. Kulin (1943-45) Walter Zuger (1946-47)
West Virginia	J. O. Knapp	B. F. Creech
Wisconsin	W. W. Clark (Associate)	Arlie Mucks
Wyoming	A. E. Bowman	J. J. McElroy (1943) R. E. Varner (1943-47)

County Organization 21/

In each county, the county agricultural agent was responsible for the farm-labor program and for establishing and operating a farm-labor center where all requests for farm labor could be handled. The county agricultural agent was assisted by such additional personnel, besides the regular county extension staff, as were necessary to effectuate the program. The number of such workers varied according to the nature of the farm-labor problem in a particular county, but often included a county placement clerk, a county labor assistant for Victory Farm Volunteers, a county labor assistant for field work, and a county placement assistant for field and community work. The 3,000 agricultural counties of the United States were divided into the following seven groups in accordance with the number of farmers employing labor, the number of workers employed, and the nature of agriculture: Type IA, 200 counties, each with a very large farm-labor problem in a dairy, livestock, poultry, or general farming community; type IB, 200 counties, each with a very large farm-labor problem in a fruit, vegetable, tobacco, wheat, or sugar-beet county; type IIA, 400 counties, each with a large farm-labor problem in a dairy, livestock, poultry, or general farming county; type IIB, 600 counties, each with a large farm-labor problem in a

21/ U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, p. 37-47.

fruit, vegetable, cotton, tobacco, wheat, or sugar-beet county; type IIIA, 300 counties, each with a moderately large farm-labor problem in a dairy, livestock, poultry, or general farming county; type IIIB, 600 counties, each with a moderately large farm-labor problem in a fruit, vegetable, cotton, tobacco, wheat, or sugar-beet county; and type IV, 770 counties, none with large farm-labor problems in a county with a small number of farms, or one in which agriculture is not commercially important. Obviously, the county agent in a type IB county would need considerable extra assistance in operating the farm-labor program, whereas the county agent in a type IV county would need no extra assistance.

In addition to his paid staff, the county agent received advice and assistance from a county farm-labor advisory committee, composed of farmers and representatives of farm organizations, the Farm Security Administration, the USDA war board, the United States Employment Service, Defense Council, schools, civic organizations, and other groups. In counties in which the Victory Farm Volunteers and the Women's Land Army were used, subcommittees to advise on these programs were appointed. A county farm wage board, composed of the county agent as chairman and four members of the county farm labor advisory committee appointed by the chairman of the committee, was established to determine prevailing wages in each county in which foreign and interstate labor was employed (100). In addition to these committees, the county agent was also assisted by voluntary local leaders in communities and neighborhoods.

County Functions.-- The farm-labor functions of the county agent and his staff were, in brief: Appointment of a county farm-labor advisory committee; analysis of the farm-labor needs of the county; mobilization of all local labor resources; establishment of a single farm-labor placement center with branches as needed; conduct of a continuous educational campaign to obtain maximum productive use of available labor; placement and supervision of nonfarm youth and nonfarm women; neighborhood cooperation in solving farm-labor problems; and adjustment of the farm-labor program to keep it coordinated with other agricultural and manpower programs. 22/

22/ Most of these functions are discussed in greater detail in the chapters of this study concerned with specific programs.

Inter-agency Relationships

Extension Service and Office of Labor

Relations at the Departmental level.--- Throughout the program, both the Office of Labor and the Federal Extension Service were under the general direction, first, of the War Food Administrator and, subsequently, of the Secretary of Agriculture. The division of authority between the Office of Labor and the Extension Service by the Administrator and the Secretary was discussed in a previous section. Until January 11, 1945, when the authority of the two agencies was specifically defined (99,no.27,rev.1,am.2), there was some disagreement as to particular responsibilities. However, even with the division of responsibilities, there was need, as there had been before, for close cooperation between the agencies. Without this cooperation, which took the form of consultations between the heads of the agencies and joint conferences, it seems probable that the program as a whole would have been seriously handicapped because of divided authority. In reviewing the administration of the program and outlining suggestions for a program to meet future emergencies, M. C. Wilson, in charge of the Extension farm-labor program, recommended that: "Should the emergency require the importation of foreign workers for use in agriculture, responsibility for such activities should be centered in the agency handling domestic labor. This will help to insure full utilization of local labor resources, avoid duplication of effort and reduce costs of the program." 23/ The Director of the Labor Branch stated his belief on January 8, 1946, that the division of responsibility was "not conducive to effective administration," and recommended that the administration of the program be centered in one agency. 24/

Relations with the State Extension Services. 25/--- The Federal Extension Service followed the usual Extension pattern in working with the State Extension Services on the farm-labor problem. Each State submitted a basic farm-labor project for approval by the Federal Extension Service and submitted annual plans of work and annual budgets. These documents provided the basis for allocations of funds by the Federal Extension Service. The "grant-in-aid" nature of the allocated funds, which were not subject to the Federal rules and

23/ U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, p. 104.

24/ Memorandum, Col. Wilson R. Buie to C. W. Kitchen, Acting Administrator, PMA, Jan. 8, 1946.

25/ U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, pp. 61-82.

regulations relating to the expenditure of appropriated funds, tended to enlarge the administrative discretion of State directors of extension in the use of funds to accomplish the stated functions of the Farm Labor Supply Appropriation Act.

Cooperative agreements for carrying out the program were executed for each State by the appropriate official of the State College and by the War Food Administrator before funds were advanced. These agreements were revised and extended from time to time in the light of new legislation. The agreements stated the responsibilities of the Administrator and of the State extension services, and the joint responsibilities of the Administrator and the extension services.

In addition to these agreements, the War Food Administrator and the State extension services entered into agreements under the provisions of the Farm Labor Supply Appropriation Act of 1944 providing for the allocation of funds appropriated to the Administrator for the foreign and interstate worker program to those States desiring to provide services and carry out functions connected with interstate and foreign workers. Most States utilizing foreign workers, however, preferred that the Office of Labor perform all functions related to that program. New York State was an exception in that it assumed most of these functions.

After May 24, 1944, the State extension services dealt directly with the Office of Labor in foreign labor matters. However, as would appear almost inevitable considering the division of authority, a few disagreements arose in the field between personnel of State extension services and that of the Office of Labor as to authority and administration of the program. 26/ In an attempt to clarify working relationships, statements of procedures were issued. The first was dated August 18, 1943 (104,no.6). As a subsequent memorandum on working relationships between field employees of the Office of Labor and the State extension services, dated March 20, 1944, suggested, however, much depended on the efforts of the individuals engaged in the program 27/ Although

26/ Letter, William A. Schoenfield, Director, Oregon State Extension Service to Senator Carl Hayden, Jan. 7, 1944.

27/ "It should be borne in mind by all concerned that the objective of this program as stated by the Congress is to assist 'in providing an adequate supply of workers for the production, harvesting and preparation for markets of agricultural commodities essential to the prosecution of the war...' It will help to reach this objective if every person engaged in the farm labor supply program will strive to establish and maintain harmonious working relationships with other individuals and agencies concerned with the farm labor supply program" (104,no.27).

these relationships were subsequently detailed in procedure manuals, it nevertheless remained true throughout the program that much of the success or failure of interagency cooperation in particular States or areas depended upon individual efforts of those charged with operating the programs.

On May 24, 1944, the Director of Labor and the Director of Extension Work issued a joint memorandum which authorized the respective State Directors of the agricultural extension services to deal directly with the Director of Labor regarding the need for agricultural workers from outside the State. A point upon which the operational personnel concerned had disagreed was settled by the War Food Administrator on January 11, 1945, with the assignment to the Extension Service of "all functions relating to interstate domestic and migratory domestic labor, except the provision of housing, subsistence and medical care where such interstate domestic labor or other migratory labor is housed in War Food Administration camps operated by the Office of Labor" (104,no.27rev.1,am.2).

The redefinition of authority by the War Food Administrator on January 11, 1945, was followed immediately by a statement of policy governing relationships between the State agricultural extension services and the Office of Labor. This statement, issued January 12, 1945, was prepared by the Office of Labor and the Committee on Extension Organization and Policy of the Land-Grant College Association. 28/ The statement had as its aim the promotion of effective administration and the insuring of harmonious relationships; its provisions were mainly concerned with defining the respective responsibilities of the two agencies. All contacts with employers for farm labor to be recruited from outside the State were to be made by representatives of the State extension service, and employers contacting Office of Labor personnel in regard to a labor supply were to be referred to the State extension service. The State extension service was to be responsible for arranging meetings of farmers for discussing labor needs, and Office of Labor personnel invited to attend such meetings not arranged by the Extension Service were to notify the State extension services of the meetings.

28/ Throughout the emergency farm labor program, the Land-Grant College Association, through the Committee on Extension Organization and Policy and special subcommittees on farm labor, kept in close touch with and formulated recommendations on the farm labor program to be presented to Congress. These recommendations are given in detail in U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, pp. 67-82.

As the State extension services dealt directly with War Department Service Commands on the utilization of prisoners of war in agriculture, persons contacting the Service Commands on the problem were to be referred to the State extension service, while the Cooperative Extension Service and Office of Labor were to develop jointly with the War Department the national procedures and regulations covering such labor. It was agreed that it was vitally important that satisfactory working relationships be developed and maintained between the State or area representative of the Office of Labor and State extension services, each keeping the other currently informed regarding all matters in which both groups were concerned. The State extension services were to supply the Federal Extension Service with copies of certifications of need and statements of allotments of labor from all sources. State conferences involving Office of Labor and State extension service personnel were to be arranged jointly by the two agencies. Regional and national farm-labor conferences involving State extension service personnel were to be arranged jointly by the Office of Labor and the Federal Extension Service. Farm labor personnel of State extension services were to serve on State wage-stabilization boards in an advisory capacity rather than as members of such boards.

Cooperation of Departmental Agencies in the Labor Program

In addition to the Office of Labor and the Cooperative Extension Service, certain other Departmental agencies continued to carry out particular functions related to the emergency farm-labor supply program after Public Law 45 was passed.

State and County USDA War Boards.-- The USDA war boards were originally established by Secretary of Agriculture Wickard on July 5, 1941, as USDA State and county defense boards. They were composed on the county level of the head officers or representatives located in the county of the Agricultural Adjustment Administration, the Farm Security Administration, the Soil Conservation Service, the Forest Service, the Rural Electrification Administration, the county extension service, and the constituent agencies of the Farm Credit Administration. The chairman of the Agricultural Adjustment Administration county committee served as chairman (62,no.921). On February 27, 1942, the Secretary of Agriculture instructed the State and county USDA war boards to provide data to assist local selective service boards in properly classifying agricultural registrants. On March 5, 1943, the war boards were given responsibility to initiate requests for deferments of farm workers. Responsibility for the local deferment of agricultural workers was transferred from the war boards to the Extension Service, under the direction of the Office of Labor, on October 29, 1943 (99,no.31).

A month later, at the request of Selective Service, in order to preserve established working relationships between war boards and selective service boards, this assignment was changed to make the Extension Service responsible for "Collecting and transmitting to County War Boards such factual information as Selective Service boards may request from County War Boards regarding the deferment of individual farm operators and agricultural workers" (99,no.31,rev.;102,no.456). This division of responsibility and close cooperation between the Extension Farm Labor personnel in each county, the county war boards, and the Selective Service System continued until after the surrender of Germany and Japan. 29/ On May 6, 1944, in order to avoid placing the responsibility for recommendations on the deferment of agricultural registrants on one or two persons, it was suggested that the membership of county war boards be increased to a minimum of five. In addition to Department of Agriculture representatives, county representatives of Vocational Agriculture and of the State Commission of Agriculture and representative farmers having the confidence and respect of the community might be added. 30/

Bureau of Agricultural Economics.-- Throughout the war years, the Bureau of Agricultural Economics regularly estimated the number of family workers and hired workers employed on farms and the wages received by hired workers; the total farm population; and probable increases in labor requirements that would accompany potential increases in wartime production, developing the data by areas and commodities to further efficient utilization of the reduced farm-labor supply. Data as to farm employment and wage rates were summarized monthly in a bulletin entitled Farm Labor, which was utilized by personnel of the emergency farm labor program in planning their operations. The Bureau also made a few special studies of operations of the wage stabilization program in particular areas and for special commodities.

29/ A statement made for the Executive Committee of the Association of Land-Grant Colleges and Universities before a committee of the U. S. Senate on Jan. 19, 1944, indicated that the Executive Committee "looks with much concern on too close involvement of the county extension agents in matters having to do with agricultural deferments by the selective-service boards. The Extension Service must work amicably with all farmers" (49,1944:143).

30/ The joint resolution of Congress making appropriations for the farm labor program for the calendar year 1944, provided that funds apportioned among the States might be spent for "rendering assistance with respect to the deferment of agricultural labor, including among other things the furnishing of information on the contribution that individuals subject to selective service are making to agricultural production."

Office of the Solicitor.-- The Office of the Solicitor assisted in operations of the emergency farm-labor program during the entire period of the program's operation. A Stabilization and Labor Division was created under the direction of an Associate Solicitor for the express purpose of rendering legal assistance to the entire farm-labor program. The Office of the Solicitor was also requested to issue many opinions relating to the expenditure of farm-labor funds by State extension services.

Cooperation of Other Agencies.-- Other Departmental agencies cooperated at various times on particular programs. This cooperation is discussed in the sections of this report that deal with particular programs.

Cooperation of Other Government Agencies

United States Employment Service.-- Congress, in Public Law 45, approved April 29, 1943, authorized the State extension services to pay or to reimburse other public or private agencies or individuals furnishing services or facilities for the farm-labor program and to enter into agreements to utilize the facilities and services of agencies and individuals in carrying out the program. This authority was continued in subsequent acts. During 1943, 29 States contracted with the United States Employment Service for certain services or facilities. As the State extension services acquired experience in handling the program, the number of contracts with the Employment Service declined, 10 being in effect in 1945, and even fewer in subsequent years. In 1943, the United States Employment Service operated 896 farm-labor recruitment and placement offices under contract with the State extension services, compared with the total of 11,920 offices. In 1944, the figure was 273 out of 9,151; in 1945, 239 out of 7,755; in 1946, 252 out of 6,205; and in 1947, 212 out of 5,056. 31/

Shortly after the surrender of Japan, responsible officials of the United States Employment Service, the Extension Service, and the Bureau of Employment Security agreed upon a cooperative plan whereby displaced war workers and veterans, who before the war period were regularly engaged in agricultural occupations and who were applicants for unemployment compensation and veterans' unemployment allowances, might be referred by the Employment Service office with which they registered to the Extension Service farm-labor office for agricultural employment. The degree of cooperation and the success of the plan varied a great deal between localities (80).

31/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, Emergency Farm Labor Program, 1:22-24.

War Department. 32/-- The War Department cooperated fully with the emergency farm-labor program. In a very few cases, organized troop units were made available for harvesting essential food crops. In other cases, commanding officers issued large numbers of week-end passes to men willing to assist with the harvesting of food crops. The main assistance, however, came through the large number of prisoners of war made available for work in agriculture.

The War Department made available large quantities of housing and messing equipment needed for agricultural labor. This equipment was furnished both to the Office of Labor and the State extension services.

State Department.-- The State Department, with the aid of Office of Labor officials, negotiated with foreign governments in making agreements for the importation of agricultural workers into the United States and dealt with some of the problems arising in carrying out these agreements.

Other Agencies.-- Several other agencies, such as the Office of Education, the Department of Labor, the War Relocation Authority, the Office of Civilian Defense, and the Office of Defense Transportation cooperated in the emergency farm-labor program. Their contributions are discussed in the sections of this report that deal with particular programs.

Cooperation of Nongovernmental Agencies

Many local, State, and national nongovernmental groups cooperated with the emergency farm-labor program in various ways. For example, women's organizations assisted in the establishment of the Women's Land Army, various youth-serving organizations recruited members for the Victory Farm Volunteers, and private organizations interested in the welfare of migrant workers assigned representatives to work with both domestic and foreign migrant laborers.

32/ The cooperation of the War Department is discussed in greater detail in the sections of this study dealing with particular programs.

The Cost of the Program

Funds Available

Appropriations for Farm Labor Supply Program.-- Beginning in 1943 and continuing through 1947, Congress made appropriations for the farm-labor-supply program, specifying that a certain minimum or minimum-maximum amount of the money appropriated be apportioned to and made available for spending by the State agricultural extension services. Beginning in 1944, Congress reappropriated each year any unexpended funds remaining from the previous year.

The amounts appropriated for each year, not including reappropriations, were: 1943, \$26,100,000, of which not less than \$9,000,000 nor more than \$13,000,000 was to be apportioned among the States; 1944, \$30,000,000 of which not less than \$14,000,000 and not more than \$18,500,000 was to be apportioned among the States; 1945, \$20,000,000, of which not less than \$7,000,000 and not more than \$11,000,000 was to be apportioned among the States; 1946, \$25,000,000, of which not less than \$7,000,000 was to be apportioned among the States; and 1947, two appropriations, one of \$12,000,000, of which not less than \$3,000,000 was to be apportioned among the States, and one of \$5,000,000, of which not less than \$2,000,000 was to be apportioned among the States. The final appropriation law also made \$500,000 of the receipts from the sales of labor-supply centers and related facilities available for paying the costs of disposing of the facilities. 33/

Total Funds Available.-- The Congress appropriated a total of \$118,100,000 for the emergency farm-labor supply program from 1943 through 1947. Of this total, \$37,179,303 was made available for expenditure by the Cooperative Extension Service emergency farm-labor program.

Expenditures

Of the total of \$118,100,000 appropriated for the emergency farm-labor-supply program, \$5,845,465 remained unspent at the end of 1947 (31,p.373). It was contemplated that much of this total would be spent in liquidating the foreign-labor and labor-camp programs, although the sale of labor camps would probably mean that some money

33/ The laws making these appropriations are discussed in detail in the section of this monograph that deals with legislation.

would be returned to the Treasury. Of the sum available for expenditures by the Cooperative Extension Services, a total of \$35,791,861 was expended, leaving an unexpended balance of \$1,387,442. 34/

Summary

The War Food Administration, from April 1943 until July 1, 1945, and the Secretary of Agriculture, from July 1, 1945, until the end of the program, were responsible for administering the emergency farm-labor program, within the limits set by Congress. During the first year of the program, responsibility was delegated first to a Deputy Administrator of the War Food Administration and then to the Director of Labor. On May 24, 1944, however, responsibility was formally divided between the Extension Service and the Office of Labor. As finally defined, the Office of Labor was assigned the functions of the War Food Administration relating to manpower and wage stabilization and to foreign labor, except the placing of such labor with individual producers or producer associations; operation of all farm-labor-supply camps owned or leased by the War Food Administration and used to house migratory labor, including the provision of subsistence and medical care; and negotiations with the War Department for utilization of prisoners of war as agricultural workers. The Extension Service was assigned responsibility for intrastate domestic labor, the Women's Land Army, and the Victory Farm Volunteers; interstate domestic and migratory domestic labor, except for housing, subsistence, and medical care in War Food Administration camps; determination of prevailing wages; and administrative and supervisory relationships with State agricultural extension services.

The Office of Labor, which became the Labor Branch of the Production and Marketing Administration on August 20, 1945, carried out its duties through a Washington office, five field-operations offices, area offices supervising operations within specific areas in which such assistance was needed, and field or district offices open only at locations where and during the time of year when their services were required.

The Cooperative Extension Service carried out its part of the emergency farm-labor program through the Washington office, the Directors of Extension of the State Agricultural Colleges, and the county agricultural agents. Responsibility for the program in the Federal Extension Service was assigned to a Deputy Director. In each State, the Director of Extension was assisted by a staff headed by a State Farm Labor Supervisor, while county agricultural agents were assisted by such additional personnel, in addition to the regular county extension staffs, as were necessary to effectuate the program.

34/A detailed analysis of the finances of the Extension Service emergency farm labor program has been made by M. C. Wilson in U. S. Extension Service, Organization and Administration Extension Farm Labor Program 1943-1947, p. 83-94.

Chapter 4.

RECRUITING AND PLACING FARM LABOR

The placement of farm labor was one of the keys to the success of the emergency farm-labor program. ^{1/} Nothing could have been more discouraging to foreign workers who had been brought into the country or to domestic workers, many of whom had been recruited by patriotic appeals to help save food crops, than to lose working time because of the inability of placement personnel to find jobs for them. Some loss of time because of weather conditions, crop failures, and similar factors was inevitable, but losses due to overrecruitment, overestimation of need, and similar causes were kept at a minimum through the operations of the placement service. The total picture presented a considerable contrast to the rumor-inspired wanderings and periods of unemployment that too often have characterized the movements of migratory farm workers in the past.

Recruitment and Placement Division.-- The Washington office of the Extension Emergency Farm Labor Program, headed by Meredith C. Wilson, assigned the task of policy determination for recruiting domestic farm labor and maintaining placement offices to the Recruitment and Placement Division. The Division was headed first by Barnard Joy and subsequently by Russel W. Oberlin. Its functions were defined as:

Develop and put into operation plans, policies, and procedures to be followed in the mobilization and recruitment of sources of labor for year-round, summer-month, and short-period farm work; and in the placement of persons available for farm work. The establishment and maintenance of farm placement centers in counties with registers of available workers where all orders from farmers for workers will be received and filled.

^{1/} A detailed manuscript report on the Extension Service's recruitment and placement program has been prepared under the title of U. S. Extension Service. A Report of the Recruitment and Placement of Agricultural Workers, Emergency Farm Labor Program. 2 vols. + 3 supplementary vols. Washington, December 1947. Copies are on file in the Library of the U. S. Department of Agriculture, Library of the National Archives, and the Extension Service.

In addition to the Washington staff, the Division included area directors who were responsible for developing supervisory programs in their areas which would coordinate activities extending beyond State lines, serving as liaison officers between the Washington office and State extension services and other governmental agencies, and carrying out special assignments relating to recruitment and placement. Area headquarters were established at Little Rock, Ark. for the South Central area, Manhattan, Kans. for the North Central area, Laramie, Wyo. for the Western States, and Washington, D. C. for the Northeastern and Southeastern areas. 2/

State Offices.-- Within each State responsibility for recruitment and placement was assigned to the State director of extension, who appointed a State farm labor supervisor. The supervisor and his staff supervised all functions of the Extension Farm Labor Program within the State.

County Offices.-- The county agent and his county farm-labor assistants carried out the recruiting and placement functions within each county. Organization within the counties varied in accordance with the need for farm-labor services. In many areas, the county agent was aided by advisory committees and by local agencies. 3/

Migratory Agricultural Workers

The voluntary, seasonal movement of agricultural workers from one area to another, moving on their own initiative and at their own expense, has been a recognizable factor in the farm-labor supply for many years. Over a period of years, this movement developed rather definite patterns, with six major and a number of minor patterns. About a a third of the total migratory workers are part of the six major movements. These major patterns are identified as: (1) The Atlantic Coast movement, leaving Florida in the spring, gathering additional workers, and moving up the coast, eventually reaching New York and returning south in the fall. It is composed largely of Negro families traveling in trucks owned by crew leaders, and an estimated 20,000 to 25,000 workers are involved; (2) The movement

2/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, 1:11.

3/ For a more detailed account of the organization of State and county emergency farm labor organizations and cooperating agencies see the chapter of this study concerned with the organization for administering the emergency farm labor program.

from Texas to the North Central and Mountain sugar-beet-growing States, beginning in April. From July to October, little sugar-beet work is available, and these families of Latin-American origin must find other work or return to Texas until the beet harvest in October and November. It is estimated that 40,000 to 60,000 workers are involved. (3) The wheat-and small-grain-harvest movement from Texas to Montana, North Dakota, and Canada. Approximately 5,000 combines and 30,000 workers are involved; (4) The cotton-harvest movement through Texas and to New Mexico, Arizona, and California, with one branch of the movement to the Mississippi Delta. This movement may last from June until January. The 60,000 to 80,000 workers involved are mainly families of Latin-American origin who travel in trucks owned by a crew leader; (5) The movement from the South Central to the North Central States, beginning in July and August and ending in September and October. Employment of these Anglo-Saxon families, who travel in family cars, is largely in cherries, peaches, tomatoes, and apples. Probably between 10,000 and 30,000 workers are involved; (6) The Western States movement, drawing workers from the South Central and Western States and other areas, lasts approximately from May until December. The patterns of movement and the crops are diverse. It is estimated that 60,000 to 120,000 workers of many racial backgrounds "follow the crops" in the West (75,pp.204-206).

As the pattern of movement had been established well before World War II, it was hoped that the migration would continue during the War with comparatively little government assistance. However, during 1943 the number of these workers declined greatly, in part because of the attraction of jobs in industrial war plants, entry of the younger men into the armed forces, possibilities of increased family income without migration, and immobilization because of difficulties in obtaining gasoline and tires. Little was done under the emergency farm-labor-supply program in 1943 to alleviate the situation; attention was turned instead to mobilizing new sources of farm labor. 4/ During 1944, however, an agreement was made between the War Food Administration and the Office of Defense Transportation whereby, upon recommendation by the appropriate county agricultural agent, the Office of Defense Transportation would make motor fuel available for trucks used to transport migratory farm labor (94). The Office of Price Administration also cooperated in the effort to make transportation available to the migrants.

4/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, 1:61.

In 1945, procedures for facilitating the movement of migratory farm workers not transported with farm-labor funds were established. Although funds appropriated for the farm-labor-supply program were not to be used to transport workers who customarily migrated at their own or their employer's expense, the Extension Service would assist established movements that were mutually beneficial to workers and employers. The objectives of such assistance were to preserve existing patterns of movement, expand the labor available by assisting in replacing losses due to war conditions, and reduce to a minimum the amount of time lost in traveling between jobs or in search of jobs. In order to meet these objectives, several specific activities to be carried out by the Extension Service were enumerated: (1) Aiding workers and employers to establish contact with each other; (2) informing workers seeking employment of jobs in other areas; (3) guiding unemployed workers to job areas and helping them find jobs; (4) aiding employers in finding available workers in other areas; (5) assisting O.P.A. and O.D.T. in providing gasoline and other items by identifying workers; and (6) informing the public of the reasons for the movements (77, pp.1-2).

Atlantic Coast Migratory Movement

Assistance during 1945.-- As a result of the experience gained by the Recruitment and Placement Division and by State personnel during 1943 and 1944, a plan for keeping all the States concerned supplied with prompt information as to the movement of workers and the need for labor was devised and put into operation early in 1945. Information stations were established along the main highways to measure the movement and to advise migrants of the areas in which work was available. Specific orders for workers were sent to field men who were in close touch with the program; general information as to work opportunities was sent to State Farm Labor Supervisors in frequently issued news letters. 5/

Assistance During 1946.-- Methods developed for assisting the Atlantic Coast migratory movement were discussed at conferences early in 1945 and were formalized as a definite plan for 1946. The plan emphasized the need for close cooperation and exchange of information between the States of supply and the States of need, recognizing that each State using migratory labor is a State of need while the workers are employed, and a State of supply as the migrant workers complete their jobs and are available for agricultural employment in other States (71).

5/ U. S. Extension Service, Weekly Letters, Atlantic Coast Migratory Movement, May 10-Aug.22, 1945. [Unpublished.]

Information stations were again maintained by the Federal office in cooperation with State offices at strategic highway points. Information was collected and tabulated to show the progress of the movement, and crews stopping at the stations were informed of areas in which they were most likely to find work. The number of migrants increased over the preceding years to the extent that instead of devoting the entire facilities of the program to increasing the supply, an effort was made to guide the workers away from overcrowded areas that did not need more workers and had no additional housing available to areas in which work and housing were available. Gathering of information as the migration progressed permitted effective use of available housing. As part of this plan, an effort was made to visit the leaders of all the larger crews, to ascertain their plans before the migration began, and to keep in touch with them as they worked their way north. In addition to listing areas in which workers were needed, the weekly news letters gave general figures on the wages being paid for various jobs in the areas of need. 6/

Assistance During 1947.-- During 1947, particular attention was given in North Carolina to the problem of balancing the need for workers, living accommodations, and migration. The previous year, 9,000 workers had entered the State to do a job for which only 6,000 were needed, with resulting overcrowding of housing facilities, underemployment and unemployment, tendency of workers to leave jobs before they were completed in order to beat other migrants to new areas, and related evils. During the winter, careful estimates of the number of workers needed were made, and farmers made arrangements with crew leaders whose crews they wished to employ. By early spring, the farm-placement personnel knew the number of additional crews that would be needed, and addressed letters to crew leaders who were favorably known, asking them to return to North Carolina for the 1947 season. Those leaders whose replies were favorable were given the names and addresses of farmers disposed to hire them, leaving the actual negotiation of agreements to the workers and employers. A final check with leaders in Florida indicated that definite arrangements had been made for the workers needed. Meanwhile, crew leaders and migrant workers had been advised by letter, by personal contact with Extension personnel, by posters, and by news letters that they should find jobs and housing in North Carolina before going to that State. Naturally, some crews did appear in North Carolina without making previous arrangements but the total number was reduced from 9,000 in 1946 to 7,864 in

6/ U. S. Extension Service, Weekly Letters, Atlantic Coast Migratory Movement, Mar. 25-Oct. 3, 1946.

1947. During 1946, workers had employment an average of 67 percent of their time; during 1947 this rose to 84 percent. In addition to steadier work, overcrowding of housing was materially reduced and per capita earnings of workers were increased. 7/

The program inaugurated in 1945 for assisting migrants to locate housing and jobs and to help employers find labor was continued. The basic problem of balancing the need for workers, living accommodations, and migration received attention throughout the program, even though the plan was not as definite as that carried out in the North Carolina experiment. Generally speaking, employers suffered almost no crop losses because of unavailability of labor, workers experienced no great amount of unemployment, and more information about workers was available to employers and more about work to migrants than ever before. 8/

The Movement from Texas to the North Central and Mountain States 9/

Early Program.-- During 1943 and 1944, the main service performed under the Extension emergency farm-labor-supply program for Latin- Americans moving north to work in sugar beets, was to certify that applicants for rationed gasoline and tires were bona fide farm workers who were needed at the destinations given on their applications. There was less need for guiding migrants involved in this movement to jobs as most of them were recruited by representatives of the sugar-beet industry before leaving Texas.

Program for 1945.-- On March 1, 1945, a meeting attended by representatives of sugar-beet companies operating east of the Rocky Mountains, representatives of the State extension services and the Washington office, and representatives of the Office of Defense Transportation and the Office of Price Administration, developed a plan for facilitating the movement of Latin Americans from Texas who customarily migrated to the sugar-beet-growing States each spring. 10/ The procedure

7/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, I:67-69.

8/ U. S. Extension Service, Weekly Letters, Atlantic Coast Migratory Movement, Mar. 21-Nov. 5, 1947.

9/ This section is based largely upon U. S. Extension Service, Texas-Mexicans in Sugar Beets, Vegetables and Fruits (85).

10/ Memorandum, Meredith C. Wilson to State Supervisors, Emergency Farm Labor, in North Central and Plains States, Mar. 19, 1945.

established contemplated the following steps: conference between licensed recruitment agencies and the Texas State Extension Service; consultation between recruiters and county extension agents; after conferences and consultations, recruitment by the recruiters; identification by county extension offices of persons recruited; recommendations by the Extension Service regarding gasoline and tires for cars and trucks to be used to transport workers; issuance of certificates of necessity by the Office of Defense Transportation and of gasoline and tire rations by the Office of Price Administration; providing full employment at prevailing wages for migratory workers in North Central and Plains States; and facilitating the return of migratory workers to Texas at the close of the season (72). Although this procedure did not solve all the problems involved, it did assist the recruitment and movement of the workers.

Program for 1946.-- The 1945 program was discussed at a conference at St. Louis, Mo., on February 1, 1946. A revised procedure was drawn up in the light of the previous year's experience and with allowance for the discontinuance of gasoline and tire rationing. The new procedure emphasized that the State of use had definite responsibilities for the migrants. Among the steps to be followed were: emphasizing the need for improvement of housing for migrant workers; informing workers in each area of employment of available health and medical facilities; arranging on a cooperative basis, before the workers arrived, for shopping and recreational facilities; and developing an educational and training program designed to promote satisfactory employer - employee relationships and efficient use of labor. The Texas State Extension Service planned to conduct educational programs among the workers during the winter months, including such topics as health, sanitation, personal conduct and behavior, savings, understanding of contract obligations, appreciation of work opportunities, and protection and care of housing and other property.

Meanwhile, the farm-labor program of the Texas State Extension Service, under the direction of Caesar Hohn, had established migrant reception centers and had field men working with the migrants within Texas. 11/ As more workers from Texas were migrating than ever before, the sugar-beet companies and the State extension services asked the Texas State Extension Service to send field men to Ohio, Michigan, Minnesota, North Dakota, Wyoming, Montana, and Nebraska, to act as

11/For a discussion of the Texas farm labor program, see (23).

liaison agents between workers and farmers. During 1946, the first year of this activity, the field men could do little more than ascertain the problems and attempt to get the farmers to waterproof labor housing and repair it to the extent that it could be heated. At the conclusion of the program, a regional conference was held at College Station, Tex., during which the field men reported on the problems they had encountered. Among the difficulties reported, in addition to inadequate housing, were: withholding of pay by employers in an effort to induce workers to remain the entire season; movement of workers into areas before employment was available; lack of recreational and religious facilities acceptable and available to Latin-Americans; and need for interim work between the blocking and thinning and the harvesting seasons for sugar beets. The employers' representatives attending the conference agreed to do all they could to overcome these difficulties during the coming year, while the Texas Extension Service agreed to carry on an educational program among the workers during the winter months.

During 1946 an unusual situation arose under which many additional workers were needed to harvest sugar beets, and, at the same time, a small cotton crop in Texas made more workers than usual available for work elsewhere. State extension services were authorized to contract with sugar-beet companies and other employers in their States for those companies to recruit and transport needed additional workers from Texas and other States to the sugar-beet areas for the harvest period. The contracting companies were then reimbursed by the State extension services for the costs of recruiting and transporting these workers (76). 12/

Activities in 1947.-- The practice followed in 1946 of assigning field men from the Texas Extension Service to act as liaison agents was so successful that 14 were assigned to the 1947 program. The winter months were spent in discussing the problems with the prospective migrants; when the migration began, the field men were sent to their northern stations. There they encouraged farmers to improve housing and attempted to settle misunderstandings that arose between employers and workers. Perhaps the field men were most useful in settling minor misunderstandings that, unsettled, might have led to major difficulties.

The Wheat and Small-grain Harvest Movement (16)

Early Program.-- The main problem that faced the Great Plains States in harvesting their grain crops in the early years of the war was a shortage of grain combines and crews to carry on custom harvesting.

12/ Memorandum, Meredith C. Wilson to State Extension Directors in Colorado, Idaho, Montana, Nebraska, Texas, and Wyoming, Aug. 29, 1946.

Greater utilization of existing combines seemed the only possible solution. Responsibility for planning and carrying out a campaign to attain this objective was assigned to the State USDA war boards on May 12, 1942. As situations varied among the States, each State board was to prepare and execute its own plans (102, no. 48). During the 1942 season, operators of combines in Texas offered to move north as the grain crops ripened. As the season advanced, the State war boards of the Great Plains States exchanged information as to needs within their respective States in order that combines might be sent where the need for them was greatest. State boards were kept informed of needs by the county war boards. 13/

Much the same program was followed in 1943. The Extension Service was charged with recruiting and placing farm labor. It cooperated closely with the combine program of the war boards. This cooperation was made easier in that the State Directors of Extension were members of the State war boards and the county agents were members of the county war boards. The main problem during the 1943 season was securing adequate labor for shocking grain and for threshing operations in the Dakotas. The Extension Service recruited all local labor - women, youths, and businessmen as well as experienced farm workers - and when this supply proved inadequate, the Office of Labor transported about 3,000 agricultural workers to the State and arranged to detail 5,600 soldiers to the job. The crop was harvested with no serious losses.

Subsequent Programs.-- During 1944, the Extension farm-labor organization was further developed in accordance with the needs in particular States. Extension personnel cooperated closely with the war boards and the Agricultural Adjustment Agency in handling the recruitment and direction of custom combines and encouraged farmers to use and build labor-saving machines or devices which would reduce the amount of manpower needed to do a given job.

By 1945, the program was well organized and cooperation among the States concerned was emphasized by conferences and other exchanges of information. The area director prepared a one-sheet map showing areas in which harvest help was needed and giving the names and locations of county agents in those areas. This was followed in 1947 by a more detailed folder containing maps and harvest information for each State. These maps and folders were widely distributed. During 1946 and 1947, the Extension Service assumed responsibility for the custom-combine programs as the Agricultural Adjustment Agency no longer had funds to continue its part of the program.

13/ U. S. Department of Agriculture, War Board Activities. Nos. 26, 28, and 30. July 2, and 30, and August 27, 1942. [Unpublished.]

Interchange of Grain Harvest Labor with Canada.-- The joint Economic Committees of Canada and the United States recommended on February 27, 1942, that the Governments of the two countries permit used agricultural machines and their operators or normal crews to move across the border without payment of duty and with a minimum of restrictions, and that they facilitate the seasonal movement of farm labor across the common boundary under rules and regulations that would further the efficient distribution of labor for peak requirements. Such a plan was drawn up and announced by the President on April 10, 1942. The United States part of the program to facilitate the exchange of custom harvesting units was under the direction of the Agricultural Adjustment Agency through 1945; during 1946 and 1947 it was in charge of the Extension Service (25;67).

Comparatively few combine units moved from the United States to Canada--the largest number recorded was 50 in 1942. The number moving from Canada to the United States was increased from a limited number in 1942 and 1943 to 50 in 1944, 182 in 1945, 460 in 1946, and between 1,000 and 1,100 in 1947 (16).

The Texas Cotton Harvest Movement

The same general types of workers, traveling in crews, made up the Texas cotton-harvest movement and the movement from Texas to the North Central and Plains States. One group specialized in harvesting cotton; the other in sugar-beet work. Farm-labor personnel of the Texas Extension Service aided the cotton workers by establishing information and rest centers. During 1946 and 1947, every worker leaving the lower Rio Grande Valley was contacted and informed of picking conditions in other areas as he passed through the information stations (23,pp.10-11).

Movement from the South Central to the North Central States

The types of aids provided for the other migratory movements were made available to migrants from the South Central to the North Central States. Many of the State extension services issued folders and other guides to work opportunities within their particular States. In 1947, they joined with the Washington, D. C. headquarters in issuing a 32-page folder which contained maps of the work areas and crop time-tables with brief comments regarding work opportunities in each State. These folders were distributed through the information stations established along the main highways and through the county placement offices.

The Western States Movement (11)

During a period of years, the Western States migratory movement has become very complex. This movement early became the focus for public efforts to ameliorate the evils attendant upon migratory movements. Thus, the Government-financed program for building and administering housing for migrant farm workers originated in California in 1935.

During the war years, the Extension Farm Labor Program aided the Western State migrants in much the same way that it helped migrants in other parts of the country. The movement had fallen off greatly during hostilities, but by the end of 1946, an increased number of migrants were on the western highways.

Program for 1947.-- The farm-labor supervisors of the seven States most concerned with the movement - Arizona, California, Idaho, Nevada, Oregon, Utah, and Washington - met in Sacramento, Calif., in November 1946, and in Salt Lake City, Utah, in January 1947, to develop a cooperative plan that would facilitate the movement of the migrants. The plan, with procedures for carrying it out, was issued in January 1947. The objective of the Extension Service, according to the plan, was to encourage the desirable movement and utilization of workers by collecting and distributing pertinent information. This objective was to be attained by prompt and full exchange of information between States of need and supply, by establishing information stations at strategic highway points, and by furnishing information as to the need for and supplies of labor to workers and employers. The last point of the procedure, which was similar to clauses in procedures previously discussed for other movements, read:

The extension services in the States of need will urge employers of migratory workers to provide housing, sanitary facilities, and living conditions which will conform to the laws of the State and which will be attractive to migratory workers. To make employment in the area more attractive to migratory workers, employers will be encouraged to develop child care facilities, recreational opportunities, and community acceptance for the workers. The extension services in the States of need will develop an educational program to promote satisfactory employer-employee relationships, and encourage employers to provide patterns of employment for workers that will enable them to have a sequence of job opportunities (73).

During the year, the program was carried out along the lines of the plan. A total of 21 information stations were established along the main-traveled highways. Overnight facilities were provided at 4 of the stations and a reception center was established at Idaho Falls, Idaho. A plan for collecting and distributing information was effective in keeping the information stations advised of the labor situation

in the areas using migrants. A 20-page booklet containing maps and crop timetables for each of the States was published in English and Spanish editions and distributed to workers.

There is little doubt that the program aided workers and employers by directing workers to areas in which jobs were to be found and away from areas in which the labor supply was adequate. Nevertheless, some of the information stations were not successful, chiefly because of poor location. They were too far apart to be of greatest use to the workers, and local farm-labor offices often had current information only on the local areas. According to one of the officials responsible for the program, the approach through county offices was overcautious (11, p. 19). What was needed to make the plan even more effective was an integration of the local offices into the interstate information program.

Interstate Movements at Government Expense

The interstate movement of domestic farm laborers at Government expense was limited to the movement of those workers who otherwise would not have been available in areas in which they were needed. The program was necessitated by the decline in the number of migratory workers who furnished their own transportation or were transported by their employers, and the urgent need to harvest food crops important to the war and immediate postwar economy. Before farm-labor funds were used to transport interstate workers, however, possibilities of filling the need from the following sources had to be exhausted: (1) Neighborhood exchanges of qualified workers; (2) complete mobilization of local men, women, and youth; (3) workers from other areas who could furnish their own transportation or who would be transported by employers. Interstate farm workers transported at Government expense had priority in consideration for agricultural employment over prisoners of war and foreign workers imported by the Government. 14/

Limitation on Movements.-- The laws making appropriations for the farm-labor program contained the following limitation:

No part of the funds appropriated in this title shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

14/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, II:76.

This provision, which was intended to protect the existing farm-labor supply of an area, had the effect of making interstate movements of domestic labor at Government expense a comparatively minor program in comparison with the prisoner-of-war and imported-foreign-worker programs. Local sentiment in many areas would not permit the county agricultural agent to give written consent to recruitment and transportation of farm workers by farm-labor funds to another county (49,1944:13). 15/

Operations of the Program.-- From the establishment of the Office of Labor until January 11, 1945, the Extension Service was responsible for recruiting interstate transported workers and placing them after arrival in the State of employment. The Office of Labor was responsible for transporting the workers and for providing them with housing and related care. After January 11, 1945, the Extension Service was responsible for all functions of the interstate transportation program except housing, subsistence, and medical care in War Food Administration camps (99,no.27,rev.1,am.2). Usually the Director of Extension in a State needing workers negotiated an agreement with the Director in a State having available workers after the Federal Extension Service had consulted and secured the concurrence of the potential State of recruitment. This agreement usually provided that a certain number of laborers might be recruited to work in the State needing their help for a specified period of time, at the end of which they were to be returned to their homes.

Workers Recruited, Transported, and Placed.-- Extension Service records indicate that the following number of workers were recruited, transported, and placed under provisions of Public Law 45 and succeeding legislation between April 30, 1943, and December 31, 1947: 1943, 11,920; 1944, 9,308; 1945, 10,477; 1946, 9,291; and 1947, 1,441. 16/

United States Troops

Operation of the Program

Beginnings.-- Early in 1943, the Secretary of Agriculture suggested to the War Manpower Commission that the War Department issue a statement that troops would be available in emergencies for harvesting

15/ Memorandum, Meredith C. Wilson, Deputy Director of Extension for Farm Labor, to Col. Philip G. Bruton, Deputy Administrator, War Food Administration, Aug. 7, 1943; and memorandum, Marvin Jones, War Food Administrator to Samuel I. Rosenman, Aug. 14, 1943.

16/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, II:83-91.

essential crops. 17/ This program contemplated the assignment of troops in units rather than the release of individual soldiers on pass for limited periods of agricultural employment. The latter device was in effect for most of the war period and in some areas considerable assistance was given farmers by this cooperative program. Although specific requests for the employment of troops had been made shortly after the Secretary of Agriculture proposed the plan on general terms, these early requests were refused and the needs were met from other sources. On July 10, 1943, the War Manpower Commission announced in USES Headquarters Bulletin No. 37 a program for the utilization of troops to meet critical farm-labor shortages, but warned that the use of troops would "not be countenanced by the War Manpower Commission or by the State United States Employment Services except in dire and extreme emergencies involving the loss or serious deterioration of significant quantities of war essential crops, and then only when proper justification and demonstration has been made."

Procedure.-- The bulletin of July 10, 1943, outlined a definite procedure to be followed in applying for the use of troops in agriculture. Farmers were to apply to the State Director of Extension. If the State Director of Extension determined, after investigation, that there were no other feasible means of meeting the shortage and if the shortage did not result from local lacks of transportation and housing, labor disputes, unreasonable wage rates, or other such conditions, he was to submit the request to the State War Manpower Commission Director or the State USES Director. If the State director found that the conditions of the program had been met, and if the regional manpower director agreed, the request was approved and forwarded by the State extension service director to the office of the Deputy Administrator in Charge of Labor, War Food Administration. Approved requests were sent by the Secretary of Agriculture to the Chairman of the War Manpower Commission, who, upon approval, submitted them to the Secretary of War.

Results of the Program

Use Made of Troops.-- Upon announcement of the procedure, many requests for assignment of troops were received. Fortunately, prisoners of war became available for agricultural employment at about this time, and many of the requests for troops were filled by assigning prisoners of war instead. The troops assigned were used in harvesting jobs where

17/ Memorandum, Claude R. Wickard, Secretary of Agriculture to War Manpower Commission, Feb. 16, 1943.

large numbers of comparatively unskilled workers could be utilized.

Assignment of Troops.-- During 1943, troop units were assigned to assist in the harvests in several States but in later years the program was unimportant. Some 5,600 men worked about 30 days each in the fall of 1943 in the North Dakota grain harvest. In spite of much rainy weather, a high turnover among the troops, and the difficulties of scheduling the work and mapping the routes from the camps, the soldiers gave valuable assistance in completing the harvest. 18/ The neighboring State of South Dakota had the assistance of 350 soldiers for 30 days, in McCook and Kingsbury Counties. 19/

In the East, 700 soldiers assisted in the Maine potato harvest. The use of troops introduced complications of record keeping, allocating workers, routing trucks, and collecting the money due the Government, but the State Farm Labor Supervisor reported that the assistance was appreciated. 20/ In September 1943, more than 1,300 soldiers from Fort Devons, Mass., and Pine Camp, N. Y., were ordered into the lower Hudson and western New York fruit and vegetable areas. They were later replaced by prisoners of war. 21/ A few soldiers were also assigned to assist farmers in other States for short periods, but the greatest assistance was given by soldiers who volunteered for farm work during short pass or furlough periods.

Prisoners of War

Operation of the Program

Beginnings.-- During April 1943 the War Food Administration and the War Department began to prepare plans for using prisoners of war as agricultural laborers. 22/ It was suggested that the prisoners could best be utilized in public land development and reclamation, in quasi-public work such as that under the supervision of irrigation, drainage,

18/ North Dakota State Extension Service, Emergency Farm Labor Program, Annual Report, 1943. [Unpublished].

19/ South Dakota State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished].

20/ Maine State Extension Service, Emergency Farm Labor Program, Annual Report, 1943. [Unpublished].

21/ New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1943. [Unpublished].

22/ Memorandum, Brig. Gen. B. M. Bryan, Office of Provost Marshall General, War Department to Chester C. Davis, Administrator, Food Production and Distribution Administration, Apr. 10, 1943.

or soil-conservation districts, and in large-scale production operations on farms. 23/

The first prisoners of war arrived in the United States during May 1943 and were placed in Army camps where there was sufficient housing for them. The War Department then constructed additional facilities near other Army camps and in areas where chances of escape were limited. The War Department asked the Department of Agriculture to prepare a list of possible internment camp sites where the best use could be made of the prisoners in farm work. Such a list was drawn up by an interbureau group headed by Lt. Col. Jay L. Taylor, Deputy Administrator, War Food Administration, and sent to the War Department on May 12, 1943. 24/ Subsequent recommendations for modifications of and additions to the list were handled by the Office of Labor with the assistance of other agencies of the Department. The establishment of sub-camps in order to make the labor more readily available was left to negotiation between the State Directors of Extension and the commanders of the internment camps nearest the areas in which the workers were needed.

Assignment of Prisoners.-- The Department of Agriculture outlined a tentative procedure in July 1943, to be followed in arranging for war prisoners for farm work. Farmers were to advise the county agents of their needs, who would in turn advise the State director of Extension of shortages. The office of the State director would then arrange with the commander of the internment camp for the procurement of the farm laborers. Plans for housing, feeding, transportation, security, and record keeping were to be decided upon through conferences with the camp commanders. The established prevailing wage rate was to be paid the Government for services performed by prisoners of war (101). The prisoners received up to 80 cents a day of this payment; the remainder of the money was used for defraying part of the expense of maintaining the entire prisoner-of-war program.

On August 14, 1943, the War Manpower Commission issued in USES Headquarters Bulletin No. 63 a new procedure to be followed in hiring prisoner-of-war labor. Prisoners of war were to be employed only when no other labor was available and evidence was offered that other sources of labor supply had been exhausted. The wage rates were to be not less than prevailing rates, and the prisoners of war were not to be used in

23/ Memorandum, Sherman E. Johnson, Production Programs Branch to Chester C. Davis, May 4, 1943.

24/ Memorandum, Lt. Col. Jay L. Taylor to Brig. Gen. B. M. Bryan, May 12, 1943.

any way to lower wages or to displace employed workers. In the case of requests for prisoners of war to serve as agricultural laborers, the State Director of Extension was to certify the request to the director of the State War Manpower Commission, who, after approval, would forward it to the regional director of the War Manpower Commission. The regional director, if he approved the request, then certified it to the proper official of the War Department.

Section 5(j) of Public Law 229, 78th Congress, approved February 14, 1944, authorized the War Food Administrator and the State extension services to negotiate directly with the War Department for the utilization of prisoners of war in areas with inadequate farm labor. For the duration of the program, the Office of Labor, with the advice of the Extension Service, carried out negotiations on the Washington level for the assignment of prisoners of war to the various Army Service Commands for use as agricultural labor, and the State directors of extension negotiated for the use of such prisoners of war with the Commanding Generals of the Service Commands. The new procedure provided, as had the previous one, that prisoners of war were not to be used in any way that would impair wages, working conditions, and employment opportunities of resident free labor or displace workers employed in agriculture. The certification of need had to indicate the prevailing wages, as determined by county farm wage boards. In addition, wherever possible, the amount of productive work that was normally produced by the average free laborer for the various kinds of agricultural work under the varying conditions existing in the area was to be determined. Although certifications of need were to be made by the State Directors of Extension, it was intended that negotiations be decentralized to the extent that county agents would be authorized to deal directly with appropriate officers of the service commands in assigning needed workers and arranging for shelter and other facilities (74).

Transportation of Prisoners in 1946.-- The War Department transported the prisoners of war to areas of need until the spring of 1946, when the prisoner-of-war program was brought to a close. Original plans called for the withdrawal of the workers from contract work by the end of February 1946. The War Department agreed to extend this period until June 20 at the request of the Department of Agriculture, but notified the Department of Agriculture that it would have no funds for the rail movement of prisoners or construction of branch camps after February 28. 25/ As a result, Extension Farm Labor funds were used to pay the transportation of about 14,000 prisoners to areas of need, primarily the western sugar-

25/ Memorandum, Robert P. Patterson, Secretary of War to the Secretary of Agriculture, Mar. 4, 1946.

beet States for work in blocking and thinning the beets. All prisoners had been moved out of the country by the end of June 1946. 26/

Results of the Program

Work Performed by Prisoners of War.-- War Prisoners did many different types of farm work in most of the agricultural sections of the country. As many of the workers had had no previous experience with farm tasks and as security regulations in many of the Service Commands during much of the period required that the prisoners work under the supervision of armed guards, they were used mainly in jobs requiring skills that could be taught them in a short time and that could be performed by groups working together. These jobs included picking cotton, harvesting fruits and vegetables, carrying out the various tasks required in production of sugar beets and harvesting peanuts, although the work was by no means confined to jobs of this type. 27/

Prisoners of War Employed in Agriculture.-- The peak months of employment during each year in which prisoners of war were available for agricultural work saw, according to an estimate of the United States Extension Service, the following number of these prisoners employed: 1943, 41,000; 1944, 102,000; 1945, 122,000; and 1946, 14,000. 28/

Conscientious Objectors

Operation of the Program

Origin of Plan.-- The provision of useful work for conscientious objectors became necessary shortly after the selective service program began in this country. The program thus originated with the aim of providing useful jobs for those young men who objected on the basis of ethical principles to serving in the armed forces rather than with securing men to fill vitally important farm jobs. The Secretary of

26/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, II:95.

27/ The annual Farm Labor Program reports of the various State Extension Services for the years 1943-1946 list many jobs performed by prisoners of war.

28/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, II:92.

Agriculture announced on January 25, 1941, that the Department, the Director of the Selective Service System, the War Department, the Department of Interior, and the Federal Security Agency were cooperating on a proposal that conscientious objectors be assigned to civilian camps for soil-conservation and reforestation work (62,no.886). This program was carried out and by September 1, 1942, 30 such camps were listed as being under the direction of the Department of Agriculture. The camps were located in Arkansas, California, Colorado, Illinois, Indiana, Iowa, Maryland, Michigan, Nebraska, New Hampshire, New York, Ohio, Oregon, Pennsylvania, and Virginia.

Early in 1942, the Office of Agricultural Defense Relations reported that an experimental plan was under way to place conscientious objectors with suitable experience on private dairy farms. This program was subsequently expanded. As the war progressed, there was increasing need for maximum utilization of farm workers and recruitment of additional workers from every appropriate source. In recognition of this fact, the Department of Agriculture, the Selective Service System, and the United States Employment Service signed an agreement, dated August 31, 1942, for the use of conscientious objectors assigned to Civilian Public Service Camps as agricultural labor on farms engaged in vital agricultural production. The Department of Agriculture notified the State USDA war boards of the program on November 11, 1942. The Department pointed out "To avoid misunderstanding about the wages paid for work performed by conscientious objectors, it should be noted that such wages are collected by the federal agency sponsoring the project and deposited to the credit of the Treasury of the United States. Conscientious objectors do not receive this money, directly or indirectly - in fact, those who can afford to do so are required to contribute to the cost of operating Civilian Public Service Camps" (62,no.975-28).

Program Operation after Passage of Public Law 45--- By the time Public Law 45 was passed, the program for using conscientious objectors on dairy farms and on farms engaged in vital agricultural production was well established. However, the new assignments of responsibilities led to a new memorandum of understanding between the War Manpower Commission, the Selective Service System, the War Food Administration, and the National Service Board for Religious Objectors. The new agreement provided that labor needs be certified and placements made by the State extension services.

Results of the Program

Work Performed.-- Although comparatively few conscientious objectors were available for agricultural work, most of those assigned did excellent work. Their greatest contribution was as year-round workers on dairy farms and as dairy-herd testers. 29/ The men assigned to the Civilian Public Service camps provided assistance in producing and harvesting essential crops when other sources of labor were not available.

Workers Placed.-- The Extension Service has estimated that 2,209 conscientious objectors were placed in seasonal jobs during 1943; 2,413 in 1944, and 501 in 1946. An estimated 550 conscientious objectors were placed in year-round jobs during 1943; 477 in 1944; and 91 in 1946. 30/

Japanese Evacuees 31/

Operation of the Program

Origin.-- The program for employing American citizens of Japanese descent and Japanese farm laborers developed after the Government had moved these persons, citizens and aliens alike, from the West coast to 10 relocation centers in Arizona, Arkansas, California, Colorado, Idaho, Utah, and Wyoming. About a month after the removal program had been authorized by an executive order of the President dated February 19, 1942, the War Relocation Authority was established to assist persons evacuated by military authorities under the executive order.

Employment of Evacuees in Agriculture.-- Almost immediately after the Commanding General of the Western Defense Command had announced that all people of Japanese descent would be evacuated from the West coast, large-scale agricultural interests, particularly sugar-beet growers in the Rocky Mountain States, requested that the evacuees be made available for work in the beet fields and in other seasonal agricultural work. The War Relocation Authority called a conference of representatives of the governments of 10 Western States to meet at

29/Letter, A. S. Imirie, Camp Operations Division, Selective Service System to Colonel Wilder, Office of Labor, July 6, 1943.

30/Figures not available for 1945. U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, II:118.

31/The history of the evacuation of Japanese Americans from the West Coast and their relocation is ably told in U. S. War Relocation Authority, WRA: A Story of Human Conservation (107). Nine more detailed special reports cover the various major phases of War Relocation Authority operations.

Salt Lake City on April 7, 1942, to discuss resettlement plans for the evacuated people and their possible use in private employment. Most of the State representatives were strongly opposed to any movement of the evacuees into private employment and to evacuee settlement in their particular States.

Nevertheless, the sugar-beet growers persisted in their endeavors to arrange for evacuee labor, and many of the State officials reversed their previous opposition to such employment. On May 13, 1942, the Director of the War Relocation Authority and the head of the Wartime Civil Control Administration (an agency of the War Department) drew up a plan for releasing evacuees for seasonal agricultural work. The State governors and the local law-enforcement officials, including the sheriff, the county judge, the county prosecuting attorney, and a county commissioner signed a statement that evacuee labor was needed, and that, if released to the county and State, the officials listed above would guarantee the safety of the workers. In addition, the employer agreed to provide transportation of the workers from the center to the place of employment and return, to pay prevailing wages, and to provide adequate housing, without cost to the evacuee, in the area of employment. Assurances were given that employment of the evacuees would not result in displacement of local labor. Under the plan, workers were forbidden to leave the designated areas to which they were assigned (106,pp.8-14).

The program moved rather slowly during the spring and summer months, but, by the middle of October 1942, approximately 10,000 evacuees were on seasonal leave from the centers, assisting in harvest work throughout the Western States. Their efforts constituted a major contribution to saving vital crops in the intermountain area.

The War Relocation Authority, hoping to avoid a certain amount of confusion that had resulted through the overlapping of the seasonal leave program and the Department of Agriculture's farm-labor program, suggested in January 1943 that the Department of Agriculture operate the Japanese-American seasonal leave program during 1943. The Department, although sympathetic, had not fully formulated its own program and was unable to assume the additional responsibility (106,pp.31-32). The War Relocation Authority therefore found it necessary to continue its own program. Actual recruitment of the workers was handled by the employers themselves or by the emergency farm-labor personnel of the State extension services. The total number of evacuees employed in seasonal work, about 8,000 at the end of November, was somewhat smaller than in 1942, largely because many potential workers had resettled and several hundred others had joined the armed forces (107,pp.138-139).

In January 1944, the War Relocation Authority again suggested that its seasonal leave program be coordinated with the farm-labor program of the Department of Agriculture. The Office of Labor agreed to treat all evacuees as interstate labor and to handle them on standard interstate contracts. The Office of Labor handled all details in connection with actual employment, while the War Relocation Authority handled public-relation factors. Only evacuees recruited by the Office of Labor were granted seasonal leave, and employment was authorized only in counties approved by relocation officers (106,p.35). The number of workers made available under the program totaled about the same as the previous year.

The seasonal leave program was abolished in December 1944, with the revocation of the West coast general exclusion order for persons of Japanese ancestry. The War Relocation Authority encouraged evacuees to accept seasonal agricultural jobs if their interests were in agriculture and to relocate from them. However, persons leaving on seasonal jobs were not permitted to return to the centers, a policy dictated by the necessity for encouraging center residents to relocate and the prospective closing of the centers (106,pp.48-49).

Results of the Program

The program had two major results: the Japanese and Americans of Japanese descent made a major contribution to agriculture, particularly to the production of sugar beets and other crops requiring much hand labor, and the demonstrated loyalty of this group, combined with the educational efforts of several agencies, won acceptance for the evacuees in the areas in which they worked.

Foreign Workers

The various foreign-worker programs are discussed in subsequent chapters. The workers were recruited and transported by the Office of Labor and were placed by the State extension services.

Local Workers

Most of the farm work during the war was done, as it always has been, by the farmer, his family, and local workers. The farm-placement offices served as convenient centers for bringing farmers and prospective workers together, while farm-labor program personnel recruited local farm workers and secured the assistance of women and young people, and, in emergency periods, of local business and professional persons who otherwise would not have engaged in farm labor. The programs for recruiting women and youth and utilizing other unusual sources of labor are discussed in subsequent chapters.

Summary

Recruitment and placement of farm labor were interdependent aspects of the emergency farm-labor program that were basic to the success of the entire program. The Cooperative Extension Service of the Department and the State extension services were responsible for farm-labor placement throughout the program. These same agencies were responsible for recruitment of intrastate labor, and the Office of Labor was responsible for recruitment of foreign labor. Responsibility for recruiting interstate labor was assigned to the Office of Labor from its establishment until January 11, 1945, when responsibility was transferred to the Extension Service.

The Extension Service has estimated that 2,100,000 individual workers were placed on farms for varying periods during 1943; 2,650,000 during 1944; 2,725,000 during 1945; 2,305,000 during 1946; and 2,100,000 during 1947. 32/ Local workers, both those normally engaging in farm labor and others such as women, youth, and businessmen, made up a large percentage of the individuals placed. Migratory workers, moving on their own initiative and expense, formed an important part of the labor force, particularly during the last 2 years of the program. Prisoners of war, available from 1943 until mid-June 1946, and foreign workers brought into the country under contract by the War Food Administration were important to the successful planting and harvesting of crops requiring much hand labor; and they provided some assistance in every type of farm work. Groups that were numerically much smaller but that constituted important additions to the labor force in particular places at particular times included interstate workers moved at Government expense, members of the military forces working while on leave or assigned to units to harvest operations, Japanese-American evacuees, conscientious objectors, and inmates of penal institutions.

32/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers, I:3.

Chapter 5

VICTORY FARM VOLUNTEERS

The Victory Farm Volunteers were nonfarm youth between 14 and 17 years of age who worked on farms. ^{1/} The program was organized on a Nation-wide basis by the United States Extension Service in 1943 and continued through 1947. This chapter is a discussion of the origins of the Victory Farm Volunteers program, its development, and its administration.

Youth as Farm Workers in World War I.-- The use of youth for farm work is traditional, for nearly every young person reared on a farm is assigned tasks as he is able to assume them. It is natural, then, that when the threat of a labor shortage arises, whether it be an actual or relative shortage, attention should turn to the possibility of making nonfarm youth available for work on farms. This was true during World War I. The United States Boys' Working Reserve, as the organization for making youth available was called, was organized in April 1917, under the direction of the United States Department of Labor (64,p.71). A national conference to implement the plan was held in Washington during June ^{2/} and the program was actually in operation by the end of July. During 1917, the Boys' Working Reserve placed about 100,000 boys on farms, and during 1918, about 210,000. The program was continued into 1919 and boys were urged to enroll in order to supply food for the war-torn areas of Europe.

Beginnings of the Program

During World War II, the first efforts to recruit nonfarm youth for farm work on a systematic basis were undertaken by local, private, and State organizations rather than by the Federal Government. These local efforts provided the basis for the subsequent nation-wide Victory Farm Volunteers program.

^{1/} The Victory Farm Volunteers Division of the U. S. Extension Service, prepared two reports, Victory Farm Volunteers 1943, 1944, 1945, of 78 pages, and Victory Farm Volunteers 1946-1947, of 47 pages, to which the reader is referred for additional details on the accomplishments of the program. Copies of the reports are on file in the Library of the U. S. Department of Agriculture, Library of the National Archives, and the Extension Service.

^{2/} Letter, B. H. Crocheron, Director of Agricultural Extension, College of Agriculture, Berkeley, Calif. to M. L. Wilson, Director of Extension Work, Oct. 1, 1942.

Local and State Activities

Volunteer Land Corps.-- The Volunteer Land Corps, organized in Vermont and New Hampshire, was the best-known of the local groups. The Corps was organized by Miss Dorothy Thompson, a newspaper columnist, in 1942, as a privately financed organization with Miss Thompson as chairman and Arthur Root as executive secretary. Through its central office in New York City and field representatives in Vermont and New Hampshire, the Corps recruited city youth and placed them on farms as seasonal help. During the summer of 1942, about 550 boys of 1,900 applying and 60 girls of 600 applying were placed. Of those placed, 23 percent of the boys and 7 percent of the girls failed to stay through the summer. 3/ The 80 percent who worked through the summer, however, were successful and won the support of the farmers. 4/ The program was extensively reported in the press and stimulated much thinking about the possibility of a similar Nation-wide program.

High-School Student Farm-Labor Program in Maryland, 1942.-- Two plans for training and placing high-school boys were put into operation in Maryland during 1942. Both operated through cooperation between the Extension Service, farm organizations, and school officials (69,14:10-11). Under the first plan, high-school students from Baltimore were trained for farm work on Saturdays during April, May, and June 1942, at a private school outside the city. About 400 boys started the training--325 completed it and were available for farm placement at the close of the high-school year. Reports indicated that the program was successful and should be expanded during 1943.

The second plan was quite different. High-school boys in the District of Columbia were recruited for work in Montgomery County through cooperation of farm organizations and school officials, the county extension agent, and the Board of County Commissioners. The boys were given a limited amount of group instruction, then were divided into groups and quartered in four high schools in Montgomery County under the supervision of vocational agriculture teachers. Farmers applied for assistance and the boys were transported to and from work by bus. Farmers paid the boys 25 cents an hour and furnished noon meals; other meals were provided at nominal cost

3/ Letter, Edmund deS. Brunner, Consultant, Extension Service to M. L. Wilson, Sept. 29, 1942.

4/ Letter, Dorothy Thompson to M. L. Wilson, Aug. 22, 1942. For importance of this program on organization of Victory Farm Volunteers, see pages 108-109 of this study.

by the school cafeterias. The maximum number of boys on the job at one time was 126 and the minimum 68. All told, approximately 100 boys were at farm work for 10 weeks.

State Organization in New York, 1942.-- A State program for recruiting youth for agricultural work was organized in New York under the direction of W. J. Weaver, in charge of the State's vocational agriculture work. This program was later coordinated with the Victory Farm Volunteers program. 5/

Other Local Youth Programs During 1942.-- Many other States, communities, and youth-serving organizations carried on programs during 1942, particularly during the harvesting season. These experiences indicated that the following points made for success: advance planning, careful selection of workers and of farms (particularly where the young worker was to live on the farm), adequate supervision while at work and in camp, advance training, insurance to cover injuries at work, and adequate financing of housing facilities (34,p.12).

Activities Leading to National Program

Interest of Federal Government Agencies in Employment of Youth.-- The Children's Bureau of the Department of Labor, charged with protecting youthful workers, took an early interest in the local and national plans for recruiting youth for agricultural work. Soon after the United States entered the war, the Children's Bureau invited representatives of the Office of Education, the Department of Agriculture, and the United States Employment Service to meet, and, as a result of these conferences, a statement of policy regarding the employment of youth in agriculture was issued (35). The statement of policy set forth recruitment principles that should be followed to safeguard the welfare of children. This was followed by several other publications on various aspects of the problem and the Children's Bureau continued its activities on behalf of youth welfare throughout the war period.

The Office of Education of the Federal Security Agency, charged with certain responsibilities toward young people, recognized at an early date the part youth might have to take in producing crops and issued material on the subject in the spring of 1942. The Office of Education organized the High School Victory Corps in August 1942 and proposed a Victory Farm Battalion as a part of this corps. 6/

5/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, and 1945, p.15.

6/ Memorandum, M. L. Wilson to Lyle F. Watts, Assistant to the Secretary of Agriculture, Nov. 16, 1942.

During this early period, the United States Employment Service cooperated with many local agencies in recruiting and placing youth on farms (92,7:4749).

Early Interest of the Extension Service.-- The activities of the Department of Agriculture in the general field of farm labor during 1942 were discussed in an earlier chapter of this monograph. During the year, representatives of various Department agencies, especially State and county extension workers and members of the USDA war boards, assisted in developing local programs for recruiting city youth for farm work. Thus, the Vermont Extension Service cooperated in developing plans for the Volunteer Land Corps ^{7/} and on March 20, 1942, the Secretary of Agriculture endorsed the purposes of the Volunteer Land Corps in a letter to Dorothy Thompson, Chairman of the Corps: "I am in accord with the purposes of the Volunteer Land Corps as I understand them. The Department of Agriculture will extend its full cooperation to the Volunteer Land Corps toward facilitating its efforts to bring labor to the farm." ^{8/}

On August 22, 1942, Miss Thompson advised M. L. Wilson, Federal Director of Extension Work, that 80 percent of the members of the Volunteer Land Corps had worked through the summer and had won the support of the farmers. However, Miss Thompson stated that the Corps could achieve its greatest usefulness only under the sponsorship of some organization such as the Extension Service. She expressed this in the following terms:

....I see in it immense possibilities. But I do not see these possibilities apart from the government.

In the first place, there is the matter of directing personnel. It is increasingly difficult to find outside the government because the government has absorbed so much. Secondly, there is the matter of finance. I am a born optimist, but I do not believe that a movement with the dynamic possibilities of this one, requiring such immense organization and supervision can be privately financed in the midst of a war with its tremendous taxes and relief drives.

^{7/} Letter, J. E. Carrigan, Director, Vermont Extension Service to M. L. Wilson, Mar. 31, 1942.

^{8/} Letter, Claude R. Wickard, Secretary of Agriculture to Dorothy Thompson, Mar. 20, 1942.

But even more importantly, the movement, as I see it, belongs to the Department of Agriculture as a counterpart to something already there: namely the youth activities of the Extension Service, notably the 4-H Clubs and the F. F. A. 9/

At the same time, through her newspaper column, Miss Thompson urged that the Extension Service be given the job of mobilizing city youth for farm work. Mr. Wilson sent a copy of Miss Thompson's column of October 19 to the State extension directors with the comment that "the plan recommended by Miss Thompson has much in its favor." 10/ Meanwhile, Mr. Wilson had requested Edmund deS. Brunner, professor at Columbia University and consultant to the Extension Service, to investigate the possibilities of an organization sponsored by the Extension Service for recruiting city youth for farm work and Mr. Brunner made a series of reports on the problems involved.

Recommendations of the Association of Land-Grant Colleges and Universities.-- Late in October, Miss Thompson discussed the results of the Volunteer Land Corps program at a meeting of the Association of Land-Grant Colleges and Universities in Chicago. 11/ A resolution adopted by the executive committee of the association instructed the Committee on Extension Organization and Policy to act aggressively in supporting the recruitment of urban youth for farm work and to do all it could to get the movement organized on a national basis. The Chairman of the Committee on Extension Organization then appointed I. O. Schaub, Director of Agricultural Extension in North Carolina, and L. A. Bevan, Director of Extension in New Jersey, a special committee to make recommendations to the United States Extension Service. This special committee recommended that the project be undertaken at once and suggested the assignment of responsibility for the program on State and county levels to the State directors of extension and county agricultural agents.

9/ Letter, Dorothy Thompson to M. L. Wilson, Aug. 22, 1942.

10/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p.3-4.

11/ Memorandum, Special Committee of Extension Directors Named by Director Peterson, Chairman of the Committee on Extension Organization and Policy, Association of Land-Grant Colleges and Universities to M. L. Wilson, Nov. 7, 1942. The Proceedings of the Association of Land-Grant Colleges and Universities, Fifty-Sixth Annual Convention, October 28-30, 1942, contain no mention of Miss Thompson or the Volunteer Land Corps but do contain a general recommendation to the effect that a program for recruiting urban youth and women for farm labor should be undertaken.

Recommendations of Youth-Labor Committee Appointed by the Secretary of Agriculture.-- Meanwhile, Secretary of Agriculture Wickard appointed a committee to investigate plans for city youth to work on farms and the application of the experience of the Volunteer Land Corps on a Nation-wide basis. The Secretary appointed M. L. Wilson chairman of the committee and designated the following additional members: O. E. Mulliken, Office for Agricultural War Relations; James S. Heizer, Farm Security Administration; P. A. Thompson, Forest Service; and J. W. Coddington, Agricultural Conservation and Adjustment Administration. The Committee consulted the materials available, including a report on a proposed "Youth Land Army" sent to Mr. Wilson on October 29, by Edmund deS. Brunner, 12/ and on November 11 reported to Secretary Wickard and Lyle F. Watts, Assistant to the Secretary for farm-labor problems.

The Committee estimated that 100,000 city youth from cities of more than 10,000 population and 100,000 from towns under 10,000 population could be organized, trained, and placed on farms as workers for the summer of 1943. 13/ In order to accomplish this result, the Committee recommended that the plans developed by the Volunteer Land Corps be adapted to the national situation and that the program be operated at the Federal level by a committee of representatives from the Extension Service, the Office of Education, and the Employment Service, and at the State level by a committee composed of the State Director of Extension, the State Director of the Employment Service, and a representative of the State Department of Education. Recruitment would be handled by high schools and colleges, placement by the United States Employment Service, and supervision by the Extension Service.

Inter-Agency Cooperation in Establishing Program.-- These recommendations by the Secretary's Committee indicated that inter-agency cooperation was necessary to formulate a definite program and the Department of Agriculture therefore asked interested agencies to consult with representatives of the Department.

The first of a series of such meetings took place on November 17, 1942, and was attended by Lyle F. Watts and Philip G. Hammer, 14/ Office of the Secretary of Agriculture; M. L. Wilson and M. C. Wilson, Extension Service; William T. Spanton and Raymond W. Gregory, Office of Education; Fay W. Hunter and David W. Fessenden, U. S. Employment

12/ Letter, Edmund deS. Brunner to M. L. Wilson, Oct. 29, 1942.

13/ Memorandum, M. L. Wilson, O. E. Mulliken, James S. Heizer, P. A. Thompson, and J. W. Coddington, Committee Appointed by the Secretary to Claude R. Wickard and Lyle Watts, Nov. 11, 1943.

14/ Mr. Hammer was an employee of the Farm Security Administration but was assisting Mr. Watts at this time.

Service; and Otis E. Mulliken, Office for Agricultural War Relations. The main difference of opinion developed at this and subsequent meetings was whether the Office of Education or the Extension Service should be responsible for selecting and referring the young people for farm work. 15/ However, as a result of the meeting, Mr. Hammer prepared a "Proposed Unified Program for Mobilizing Youth for Farm Work" which was used as a basis for discussion at subsequent meetings. 16/

The purposes of the program, tentatively called the Youth's Volunteer Land Army, were to mobilize young people for essential summer farm work and to provide valuable training and experience in farm work and related manual crafts for these young people. The program might be expanded to reach between 600,000 and 650,000 young people during the war emergency and would be carried out under the joint direction of the Extension Service of the Department of Agriculture, the Farm Placement Service of the United States Employment Service, and the Office of Education of the Federal Security Agency. Procedures, assignments of responsibility, relation of the youth program to other programs, and training were also outlined in the proposed program.

A tentative agreement on a name for the program was reached at a meeting held November 23, 1942. Several names had been suggested and the one agreed to by all agencies concerned, Victory Farm Volunteers, was a combination evolved from others suggested. 17/ The representatives of the three agencies concerned were also working on the draft of a plan for the program that would define the responsibilities of the respective agencies. The draft was completed on December 2, 1942, 18/ but final action was delayed until February 3, 1943.

Joint approval of the Victory Farm Volunteers plan was related to other questions of recruitment and placement of farm workers and agreement on these questions became possible when, on January 23, 1943, War Manpower Commissioner Paul V. McNutt issued War Manpower Commission Directive XVII placing responsibility for mobilization of farm labor in the Department of Agriculture (92,8:1426). As a result of this directive, Secretary of Agriculture Wickard asked the State extension directors who comprised the Extension Wartime Committee to meet on January 29 to 30, 1943, to "consider plans for mobilization of local labor resources for

15/ Letter, Meredith C. Wilson, Chief, Division of Field Studies and Training, Extension Service to Edmund deS. Brunner, Nov. 25, 1942.

16/ Memorandum, Lyle F. Watts to M. L. Wilson, M. C. Wilson, W. T. Spanton, R. W. Gregory, F. W. Hunter, D. W. Fessenden, and O. E. Mulliken, Nov. 18, 1942.

17/ Memorandum, Meredith C. Wilson to Lyle F. Watts, Nov. 23, 1942; Memorandum, Meredith C. Wilson to Edmund deS. Brunner, Dec. 3, 1942.

18/ Memorandum, Meredith C. Wilson to M. L. Wilson, Dec. 3, 1942.

farm work, including volunteer nonfarm youth and women" (60, no. 1445-43). The Committee approved the assignment of the farm-labor program, including responsibility for the nonfarm-youth program, to the Extension Service. 19/

The final memorandum of understanding between the Office of Education and the Extension Service, signed February 3, 1943, by W. T. Spanton and M. L. Wilson, representing respectively the Office of Education and the Extension Service and approved by J. O. Walker, Chief of the Agricultural Labor Branch, Food Production Administration, and J. W. Studebaker, Commissioner of Education, differed from the original version because of the transfer of responsibility for mobilization of farm labor from the United States Employment Service to the Department of Agriculture. The functions of selecting in-school nonfarm youth and providing suitable training were assigned to the Office of Education; the functions of selecting farms, placing youth, and supervising farmer-worker relations were assigned to the Cooperative Extension Service. Each agency was to be responsible for the execution of its respective functions, but national, State, and local committees were to work toward coordination of the program.

Assignment of Youth Program to Extension Service.-- The Department of Agriculture announced February 14, 1943, that the Extension Service was to be responsible for the mobilization of local labor resources and, with the United States Office of Education, would mobilize 650,000 nonfarm high-school youth for work on farms (60, no. 1604-43). The Secretary of Agriculture followed this announcement on February 17, 1943, by a letter to the Director of Extension regarding the emergency farm-labor responsibilities of the Extension Service. 20/ Among other duties, the Secretary asked the Cooperative Extension Service to be responsible for the "organization and management, in cooperation with the Office of Education and the public schools, of a Nation-wide program for the recruitment and use of nonfarm youth of high school and college age for practical summer-period and crop-season work on farms."

Planning the Victory Farm Volunteer Program.-- Meanwhile, in addition to carrying out inter-agency discussions, the Extension Service was making detailed plans for operating the Victory Farm Volunteer program. Director of Extension M. L. Wilson requested Meredith C. Wilson, Chief of the Division of Field Studies and Training, to work on all aspects of the farm-labor program in the fall of 1942. In December 1942, Meredith C. Wilson asked Fred P. Frutheley of his division to work full time on planning the Victory

19/ Notes on Meeting of Extension Wartime Advisory Committee, Jan. 29 to 30, 1943.

20/ Memorandum, Claude R. Wickard to M. L. Wilson, Feb. 17, 1943.

Farm Volunteer program, work which Mr. Frutchey continued until April 1943. During this period, he prepared plans for establishing the program in the States and counties, a Victory Farm Volunteers handbook, and other material. Among those who assisted Mr. Frutchey with this work were Eugene Merritt of the Division of Field Studies and Training, Frank Lathrop of the Office of Education, W. H. Evans of the New Jersey State Commission on Student Service, and Arthur Root of the Volunteer Land Corps. 21/

In addition to the meeting of the Wartime Extension Committee held in Washington, January 29 to 30, 1943, another meeting of representatives of Midwestern State extension people was held in Chicago on January 28 to 30, 1943. The Victory Farm Volunteers plan and other aspects of the labor program were discussed. 22/ On February 1, Director Wilson advised the State extension directors of the status of planning for the farm-labor program and of Meredith C. Wilson's appointment to head the farm-labor work in the United States Extension Service. 23/ Regional conferences were held on February 12 and 13 in Baltimore and on February 15 and 16 in St. Louis to discuss plans for State and county staffs. During February, the Office of Education issued a pamphlet, Victory Farm Volunteers, calling attention of educators to the importance of the program and outlining the action to be taken. By March 17, nineteen States had appointed school supervisors for the Victory Farm Volunteers and 10 additional States had developed plans. 24/

On March 22, 1943, Frederic B. Knight, Director of the School of Education and Applied Psychology, Purdue University, was appointed acting chief of the Victory Farm Volunteer program on a part-time basis (60,no.1938-43). Miss Nancy Blaine, formerly with the Volunteer Land Corps, was appointed to the staff as assistant to Mr. Knight on April 2. 25/

Thus, by the time the law appropriating funds for the operation of a farm-labor-supply program was approved on April 29, 1943, plans had been completed for the Victory Farm Volunteer program and the basic organization for carrying out the plans had been established.

21/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 6.

22/ Report of Conference of Extension Personnel on Farm Labor Program, Chicago, Illinois, January 28-30, 1942.

23/ Memorandum, M. L. Wilson to State Directors of Extension, Feb. 1, 1943.

24/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, pp. 7-8.

25/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 7.

Organization for Administration of the Program

Organization: Federal Level 26/

When the War Food Administrator announced the organization established to administer the farm-labor program, he assigned the United States Extension Service, working through the State extension services, responsibility in each State for "cooperating with the Office of Education in recruiting through the schools around 500,000 non-farm youth, placing these youth on farms and giving necessary supervision" (60,no.2254-43). The Victory Farm Volunteers Division, responsible to the Deputy Director of Extension for Farm Labor, was established to carry this responsibility on the Federal level. The Division, with virtually no change in duties or responsibilities, continued until the expiration of the farm-labor-supply program.

Federal Staff.-- As the administration of the program was decentralized, the Federal staff was small. Frederic B. Knight served as acting chief of the Division on a part-time basis until July 26, 1943, when Irvin H. Schmitt, superintendent of the Davenport, Ia., schools, was appointed chief, a position which he held for the duration of the program. Mr. Knight continued to serve as a consultant for Extension's farm-labor program insofar as his duties at Purdue University permitted (60,no.261-44).

Miss Nancy Blaine, who had been appointed to the staff on April 2, 1943, remained with the Division until March 1, 1945. 27/ In July 1943, Kenneth W. Ingwalson, State 4-H Club Leader in New Jersey joined the staff and remained until August 1, 1944. 28/ During the first year of operation, the Federal office appointed three field men--Melvin G. Davis, B. L. Dodds, and J. Roy Leevy--to assist the States in getting the program under way. 29/ On April 2, 1945, Miss Roberta Clark, assistant editor of the Virginia Extension Service, and C. P. Dorsey, assistant State club leader and State VFV supervisor

26/ The administration of the program in relation to other aspects of the farm labor supply program has been discussed in a preceding chapter. These sections are more detailed discussions of the organization of the Victory Farm Volunteers Division and of the program on State and county levels.

27/ U. S. Extension Service, Victory Farm Volunteers Newsletter, Mar. 21, 1945.

28/ Ibid. Aug. 1, 1944.

29/ Ibid. Sept. 2, 1943

in West Virginia, joined the staff, succeeding Miss Blaine and Mr. Ingwalson, respectively. 30/ Miss Clark remained with the Division for its duration; Mr. Dorsey returned to West Virginia on January 1, 1946. 31/

Functions of the Victory Farm Volunteers Division.-- The task of this small group comprising the Victory Farm Volunteers Division was to coordinate the program. A coordinated program had these advantages: Nation-wide publicity could be used to attract recruits; common symbols of recognition, such as identification cards, armbands, and certificates of service, could be planned and procured more effectively and cheaply on a Nation-wide basis; a coordinating agency could bring together information on State programs and then advise the States as to operational methods that had proved particularly effective or procedures that should be improved in the light of experience; and a coordinating agency could cooperate with other Federal agencies and Nation-wide youth-serving organizations interested in the program.

Efforts made to bring about coordination included such specific actions as compiling a handbook for use in the States, preparing publications which stressed the common interests of the States in the Nation-wide program, field trips to the States, planning and attending regional conferences, cooperating with other Federal agencies and with youth-serving agencies in planning the program, and publishing a news-letter containing items of interest and possible usefulness for State offices.

Relations with Federal Agencies.-- The Office of Education, the Children's Bureau of the Department of Labor, and the United States Employment Service had cooperated in formulating the Victory Farm Volunteers program and the Office of Education and the Extension Service had signed a memorandum on February 3, 1943, outlining the basis for cooperation in carrying out the program. 32/ This cooperative plan, under which the Office of Education recruited young workers through the schools and the Extension Service placed and supervised them on the farms, continued in operation for the duration of the program without controversy.

In some States, for varying periods, the State Extension Services contracted with the United States Employment Service to perform some functions for the Victory Farm Volunteers program. However, this was a matter under the direction of the State offices rather than the Federal staff.

30/ Ibid. Apr. 5, 1945.

31/ Ibid. Mar. 14, 1946.

32/ See pages 110-112.

The Children's Bureau maintained a continuous exchange of information with the Victory Farm Volunteers Division. 33/ The Bureau was charged with promoting the welfare of youth and made many useful suggestions for safeguarding youth through supervision, safety measures, insurance, and employment standards.

Relations with Youth-serving Organizations.-- The Extension Service, represented by Meredith C. Wilson and Edmund deS. Brunner, participated in the first conference of youth-serving organizations dealing with youth as farm labor, held in New York on December 7 and 8, 1942. Thirteen youth-serving organizations were represented at this meeting. After the establishment of the Victory Farm Volunteers Division, Miss Blaine visited the headquarters of several of these organizations and discussed possible points of cooperation between the organizations and the Extension Service.

Representatives of 10 organizations--Boy Scouts of America, Boys Clubs of America, Camp Fire Girls, Girl Scouts, International Council of Religious Education, Jewish Welfare Board, Youth Department of the National Catholic Welfare Conference, National Federation of Settlements, Young Men's Christian Associations, and Young Women's Christian Associations--in a memorandum to the War Food Administrator dated April 30, 1943, pledged cooperation and assistance in recruiting and supervision. 34/ The organizations understood that the program had two objectives: to save the crops and to safeguard the youth. The organizations endorsed both these objectives and suggested that they could help forward the program in the following ways: (1) By organizing and recruiting units or by gathering youth who had individually enrolled for farm labor into homogeneous and congenial groups; (2) by furnishing pre-season training and preparation through group programs; (3) by assisting in the supervision of the young farm workers; and (4) by helping to establish agricultural labor camps for young workers. Reports made by six of the agencies indicated that during 1943 they operated 115 work camps with an enrollment of 11,647 young people; were concerned in 6,039 day-hauls, including 54,262 young people; and placed 67,249 individuals on farms. 35/

33/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 11.

34/ Memorandum on Cooperation in the Effective Use of Non-Farm Youth in the Emergency Farm Labor Program and in the Maintenance of Health and Welfare Standards, Apr. 30, 1943.

35/ Memorandum on Cooperation in the Effective Use of Nonfarm Youth in Wartime Agriculture, Apr. 4, 1944.

The staff of the VFV Division met with representatives of eight of the organizations on February 18, 1944. 36/ The organizations again planned to assist with the program wherever possible. On April 4, 1944, nine organizations sent a joint memorandum to the War Food Administrator offering cooperation and specific assistance along the lines offered in 1943. The memorandum stressed the importance of maintaining adequate standards and conditions of work. 37/

On December 19, 1944, another inter-organization committee meeting was held in New York. Among questions discussed was why the private agencies had apparently done less work on the youth farm-labor program in 1944 than in 1943. The conclusion was that Extension, with the cooperation of the schools, was carrying out the assignment of recruitment and placement and that the efforts of the youth organizations along these lines were not so necessary as they had been early in the war. 38/

National Advisory Committee.-- A National Advisory Committee for Victory Farm Volunteers, composed of 23 members representing Government agencies, farm organizations, youth agencies, business, schools, etc., was appointed in 1943 and met in Washington in November with the Federal Extension people directing the farm-labor program. Fifteen of the 23 members were present. The group evaluated the first year's work and made suggestions for the program for the coming year. The Committee discussed public relations and pointed out the need for improvements in supervision, recruitment, and training. 39/

Regional Conferences.-- Regional farm-labor conferences of the Extension Service, attended by representatives of the Victory Farm Volunteers Division and the State personnel responsible for the program within their respective States, proved to be useful in coordinating the program. At these conferences, ideas and plans were exchanged, problems were discussed, and action programs were formulated.

36/ U. S. Extension Service, Victory Farm Volunteers Newsletter, Mar. 20, 1944.

37/ Memorandum on Cooperation in the Effective Use of Nonfarm Youth in Wartime Agriculture, Apr. 4, 1944.

38/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 11.

39/ Ibid. p. 10.

The first regional conferences were held during February 1943 in Baltimore and St. Louis. These conferences dealt mainly with plans for establishing State and county programs. 40/ During November and December 1943, regional conferences were held in Berkeley, Denver, St. Louis, and Richmond. Two afternoon discussion sessions for VFV personnel were features of each of these conferences. 41/

The regional conferences held during December 1944, in Chicago, Atlanta, Springfield, Kansas City, and Salt Lake City, featured a panel discussion of the VFV program and an afternoon discussion session for VFV personnel. The problems discussed and the suggestions made at these conferences were of considerable use in developing the 1945 program. 42/

After the surrender of Germany and Japan in 1945, the future of the VFV, and, for that matter, of the entire farm-labor-supply program, was in doubt. However, Congress provided for the continuation of the program as a whole and early in January 1946, five VFV State supervisors were asked to meet in Washington to make recommendations for a 1946 youth program. This group, representing Oregon, Minnesota, New York, West Virginia, and South Carolina, recommended that the States emphasize the educational value of the program to youth. The Washington conference was followed by the regular farm-labor regional conferences, held in St. Louis, Baltimore, and Salt Lake City. The suggestions of the VFV group that had met in Washington were presented at these conferences. 43/

The 1947 farm-labor regional conferences were held during January in Salt Lake City, Chicago, and Atlantic City. For the first time, no special group meetings for VFV personnel were scheduled. However, informal meetings of youth supervisors were held at Chicago and Atlantic City and the general conference programs included talks by school administrators which stressed the educational values of farm work for youth. 44/

40/ See page 113.

41/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 11.

42/ U. S. Extension Service, Victory Farm Volunteers Newsletter, Jan. 24, 1945.

43/ Ibid. Mar. 14, 1946.

44/ Ibid. Feb. 12, 1947.

In addition to the yearly conferences, the staff of the Victory Farm Volunteers Division maintained close contact with the State programs by numerous trips to State headquarters and to areas in which Victory Farm Volunteers were at work.

Organization: State Level

The program for recruiting and placing all local and intrastate labor was on a decentralized basis; this was especially true of the youth farm-labor program. Thus, variations in State organization were wide.

Assistant State Farm Labor Supervisors, Victory Farm Volunteers.-- The State emergency farm-labor program was under the direction of a State Supervisor in each State. In a few States, the State supervisor assumed responsibility, and in other States he assigned the program to a member of the Extension staff who had other regular duties. However, 38 States 45/ had specifically appointed supervisors in charge of their Victory Farm Volunteers program during at least part of the period. During 1946 and 1947, ten States changed from programs directed by specifically appointed supervisors to youth programs under the direction of the State farm-labor supervisors.

Administration of the program varied widely, even between States which had specifically appointed supervisors. In some States, the State supervisor took a direct, active part in the program and much recruiting and placing was done by State people. In other instances, the State supervisor maintained general supervision and made suggestions for operation of the program by county people. Finally, in some States, the program was left almost entirely to county personnel. As conditions in the States varied, no one State administrative organization could have been recommended as a model for all States. 46/

Relations with Federal and County Offices.-- The State VFV supervisor was the link between the Federal office and county offices. State supervisors attended regional conferences with Federal and other State officials on one hand and contacted county offices, growers, and youth on the other. They received information and publications from the Federal office, and they prepared publicity and recruiting and information leaflets for distribution on State and county levels. They prepared reports for the Federal office and collected reports from the county offices. Generally, the State VFV supervisor gave any assistance necessary to the county offices. 47/

45/ Including New York, whose supervisor was also in charge of vocational agriculture work, and Pennsylvania, where responsibility was divided until 1946.

46/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, pp. 14-17.

47/ Ibid. p. 17.

Organization: County Level

The organization of the Victory Farm Volunteers program varied even more among counties than among States. The county extension agent was assigned responsibility for the entire local farm-labor program; in a majority of counties, he was aided by an emergency farm-labor assistant. In some counties, a special VFV supervisor was appointed. Early in the program, the Federal Extension Service recommended that a county farm-labor advisory committee, composed principally of farmers, be appointed, and that in counties in which a considerable number of youth were employed, a VFV sub-committee of the county farm-labor advisory committee be appointed (68, pp. 8-9). This recommendation was followed in counties where it was considered necessary or desirable. Many counties had no youth program.

According to local farm-labor needs, the county agent, farm labor assistant, or VFV supervisor, as the case might be, cooperated with schools in recruiting youth, placed the recruits on farms, and supervised them during the season. The county supervisor of the program in many cases also was active in establishing training programs and youth camps. 48/

The Program in Operation

Recruitment

Responsibility for recruitment, as previously mentioned, rested with school authorities. However, the Extension Service--Federal, State, and county--worked with the school authorities in publicizing the program through pamphlets, newspapers, and radio broadcasts. In many areas, recruitment of youth was a lesser problem than convincing farmers that youth was the best available answer to their labor problems.

Cooperation with Schools.-- The schools offered full cooperation in making the youth program successful. In many areas of the United States, harvesting periods, during which the need for additional labor was most acute, occurred during times when most youth were usually in school. This basic problem was met in different ways by different areas, varying from dismissing entire schools for brief periods to changing the usual vacation periods.

48/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 17-18.

In Alabama, schools arranged locally to permit youth with good school records to be absent from school for brief periods. ^{49/} Farmers in Lake County, Fla., asked the school trustees and school officials to change the annual school vacation period so that youth might assist in the vegetable harvests. The schools cooperated and during 1943, 1944, and 1945, the vacation period was March, April, and May, instead of June, July, and August. ^{50/} The New York State Legislature passed a law, which remained in effect until the end of 1945, permitting the release of youth 14 years of age or over for farm work for not more than 30 days in a school year. The New York schools also arranged for early release in the spring of boys who were graduating from high school. ^{51/} In several Utah counties, youth were released from school during the 1947 harvest season on condition that they actually work in the fields. Local authorities had learned that the indiscriminate release of the entire school for farm work did not mean that the young people helped the farmers; too many of them took a complete holiday. ^{52/} These examples indicate some of the variations that occurred; some of these adjustments continued after the end of the war emergency, while some were discontinued at the end of 1945.

Cooperation with Youth-serving Organizations.-- Youth-serving organizations cooperated with VFV recruiting in two ways: (1) they re-organized for camps which they had set up in cooperation with the Extension Service, and, (2) they encouraged their members throughout the country to cooperate with their local VFV projects.

Recruiting Out-of-County and Out-of-State Youth.-- Recruitment on a State-wide basis was carried on in some States, while nearly all of the larger cities of the country had recruiting programs for farming communities in other sections of the States.

From the beginning of the program, most of the New England States carried on out-of-State recruiting, drawing their workers from the cities and more densely populated States. For example, a New York City Operating Committee for VFV recruitment included the New York State VFV Supervisor and representatives of Maine, Connecticut, Vermont, and New Jersey. ^{53/} These representatives cooperated with the New York City schools in recruiting youth for farm work in their respective States.

^{49/} Alabama State Extension Service, Emergency Farm Labor Program, Annual Report, 1945. [Unpublished.]

^{50/} Florida State Extension Service, Emergency Farm Labor Program, Annual Report, 1945. [Unpublished.]

^{51/} New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1943 and 1945. [Unpublished.]

^{52/} Utah State Extension Service, Emergency Farm Labor Program, Annual Report, 1947. [Unpublished.]

^{53/} New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished.]

The recruitment of youth in Pennsylvania and Florida for summer work with the Shade Tobacco Growers Agricultural Association in the Connecticut Valley was done by the Connecticut Extension Service and the association, in cooperation with the Florida and Pennsylvania State Extension Services. Camp directors, supervisors, and cooks were recruited in the same communities as the youth. In Pennsylvania, 285 girls and 22 women were recruited in 1944; 455 girls and women in 1945; 487 girls and 52 women in 1946; and 933 persons, including boys and girls, in 1947. 54/ The Connecticut State Extension Service employed the principal of the Sarasota, Fla., High School to recruit Florida youth in cooperation with the Florida State Extension Service for work in Connecticut. A small group of boys was recruited in 1943 and the program proved so successful that 150 girls and 60 boys were recruited in 1944; 763 youth and 68 adult supervisors in 1945; about 550 youth in 1946; and 525 youth in 1947. 55/

Selection.-- A reason for the success of the Connecticut camps was the careful selection of the young people recruited for the work. Enrollment was limited to girls 15 years of age and over and boys 14 years of age and over, as evidenced by birth certificates. Before leaving home, each recruit had to secure a statement from a physician to show physical and mental competency, and freedom from communicable disease and physical, mental, or chronic ailments. The camp directors and supervisors, recruited from the same areas as the young people, knew many of the youth who applied and were able to assist in their selection. Each young person who applied was interviewed and conferences were held with his parents in order to obviate all possible misunderstandings. 56/

Unfortunately, such careful selection was the exception rather than the rule, especially in the early years of the program. During the period of actual fighting, the need for labor was often so great that emphasis was on recruiting and placing as many young people as possible, often with only casual regard to age and fitness for the work. This was particularly true of the day-haul (transporting workers from towns to farms for work during the day and returning them in the evening) programs. Selection was better in most camp programs and best in the live-in programs where the young person lived with the farm family for which he worked.

54/ Pennsylvania State Extension Service, Emergency Farm Labor Program, Annual Report, 1944-1947. [Unpublished.]

55/ Florida State Extension Service, Emergency Farm Labor Program, Annual Report, 1944-1947. [Unpublished.]

56/ Pennsylvania State Extension Service, Emergency Farm Labor Program, Annual Report, 1946. [Unpublished.]

Changes in Recruiting Program in 1946.--- After the cessation of hostilities and the beginnings of a return to a peacetime economy, better selection was practiced because of reduced numerical needs for boy and girl workers and because experience in the program indicated the importance of selection.

At the same time, emphasis in recruiting workers changed. From 1943 through 1945, the Extension Service and cooperating agencies appealed to youth for assistance on patriotic grounds; to assist agricultural production was to assist the war effort. However, after the Japanese surrender, patriotism rapidly declined as a motive for farm work, and many schools began to return to full-time educational schedules with little allowance of time for farm work. 57/

To meet this change in outlook, the Extension Service, on both Federal and State levels, began in 1946 to emphasize the educational benefits gained by youth through farm work. 58/ The Federal office prepared a new leaflet for use in recruiting headed "Youth learns and earns while helping on farms." The Extension Service pointed out in the leaflet that the world food situation was serious and that boys and girls could help overcome the food shortage by helping farmers. However, the Extension Service emphasized that farm work benefited youth by providing a chance to earn money, get outdoor exercise, and learn about rural living, and by teaching youth to work cooperatively, take direction, and assume responsibility. Always inherent in the program when workers and employers were carefully selected and adequately supervised, these benefits were pointed out in recruiting campaigns.

Placement

Placement and selection were closely related. Obviously, if a carefully selected young person were placed on a farm where he was exploited, the effort made in selection was lost because the program still failed so far as that particular youth was concerned. Thus, the person responsible for the VFV program on the local level had to be sure that youth were placed only where working conditions were satisfactory.

57/ These changes are discussed in most of the annual reports on farm labor from the State Extension Services during 1945 and 1946. See, for example, Pennsylvania State Extension Service, Emergency Farm Labor Program, Annual Report, 1945. [Unpublished.]⁷

58/ U. S. Extension Service, Victory Farm Volunteers News Letter, Mar. 14, 1946.

Day-haul Programs.-- Victory Farm Volunteer placements in day-haul programs, that is, transportation of workers from town to fields and return every day, numbered almost three times as many as all other placements reported. The total proportion was probably higher, as many day-hauls were arranged directly by farmers rather than through VFV facilities. Yet, because the usefulness was not so obvious and because the large number of workers involved and piecework wages made it less necessary, selection and placement for day-hauls generally received little attention. This lack of control meant that day-hauls were often characterized by under-age workers, too-long work hours, unfit transportation to fields, lack of supervision, and inadequate safety measures.

Among the few efforts made to improve day-hauls, that of New York State was perhaps outstanding. New York had a 30-year-old child labor law that had never been strictly enforced so far as farm labor was concerned. In 1946, a State Committee of representatives of several interested agencies undertook to bring this law to the attention of farmers who employed youth and, at the same time, to encourage farmers to give more adequate supervision and training to their young workers. In addition to general publicity, the State Committee hired day-haul assistants in 1946 and 1947 to carry the program directly to farmers who employed youth. These assistants, who totaled 23 during the peak season in 1947, used the educational approach and were quite successful in reducing employment of under-age youngsters, even though all illegal employment could not be eliminated. 59/

In general, some improvements in day-hauls were made in parts of the Northeast, the Midwest, and the far West. The more noticeable improvements were made in areas in which farmers were prosperous and where competition for workers was heavy. 60/

Live-in Program.-- In contrast to the day-haul program, the live-in program, that is, placing young people in farm homes, depended upon selection and placement for success. This was particularly true in recruitment and placing of city youth, and to a more limited extent in the cases of youth from towns in the West, South, or Midwest. In the latter cases, the young people were usually more familiar with farm life and could often get their own jobs. City youngsters, especially those from the large eastern cities, depended upon Extension Service facilities for securing jobs and their success often depended upon the care used in placement and the supervision afforded after they were on the job.

59/ Ibid. Nov. 1, 1946.

60/ New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1946, 1947. [Unpublished]

The Extension Service emphasized that the placement function involved matching farms and youth. The recruit had to be carefully selected, but the farmer for whom he was to work and the farm family with which he would live had to be as carefully selected (79, pp. 5-6).

A live-in program, the Volunteer Land Corps in Vermont, had given the original impetus to organization of the Victory Farm Volunteers in the Extension Service and the live-ins continued to be, in many respects, the most important part of the VFV. Live-ins, when they were accepted by the farmers and were selected and supervised, did work that often could and would not be done by campers, day-haul youth, migrants, or prisoners-of-war. At the same time, the live-in program exceeded any other type of placement in educational value, by virtue of providing the best opportunity for city youth to learn about rural living and for the development of real understanding between city and country people.

Camp Program.-- From 1943 through 1945, about 4 percent of the Victory Farm Volunteers lived in camps. During 1946 and 1947, the proportion was even smaller. The number of States listing youth placements from camps declined each year during the program. The decline was due to expensive operation and failures because of poor management. 62/

The most successful camps were those centered about prosperous agricultural industries that really needed the help, as for example, the Connecticut Valley tobacco camps and the Midwestern corn-detasseling camps, or they were those camps in which the primary concern was the educational value of work experience for youth, as for example, Camp Avodah in the Chicago area.

Statistics of Youth Placed, 1943-47.-- The tables that follow were compiled by the Federal Victory Farm Volunteers Division from county and State reports. These tables, which show placements of individual youth by live-ins, camps, and day-hauls, indicate the general yearly trends of the program as a whole and trends within individual States. However, comparisons among States on the basis of these tables must be made with caution. Some of the figures represent actual counts; others are estimates. Even more important, in some States the figures represent only city youth placed through the Victory Farm Volunteer program; in other States the figures include all youth placed through Extension Farm Labor facilities.

62/ U. S. Extension Service, Victory Farm Volunteers 1946, 1947, p. 36.

Table 1.-- Individual youths placed by live-ins, camps and day-hauls, by States, 1943-47

State	1943									
	Live-ins		Camps		Day-hauls		Total		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
	Number	Number	Number	Number	Number	Number	Number	Number	Number	Number
Alabama	2,687	1,998	491	---	6,204	4,716	9,382	6,714	16,096	
Arizona	34	---	287	18	264	46	585	64	649	
Arkansas	8,211	3,814	127	60	27,958	24,509	36,296	28,183	64,479	
California	499	90	1,553	1,524	19,281	12,831	21,333	14,445	35,778	
Colorado	968	117	440	315	4,259	2,597	5,667	3,029	8,696	
Connecticut	265	6	725	285	5,334	3,837	6,324	4,128	10,452	
Delaware	30	---	555	195	448	253	1,033	448	1,481	
Florida	371	173	404	107	440	84	1,215	364	1,579	
Georgia	3,943	2,497	13	2	25,613	21,514	29,569	24,013	53,582	
Idaho	1,044	560	532	585	7,056	5,661	8,632	6,806	15,438	
Illinois	1,854	14	1,184	55	11,788	4,814	14,826	4,883	19,709	
Indiana	1,204	44	1,469	11	8,891	2,348	11,564	2,403	13,967	
Iowa	3,142	341	242	20	6,869	3,771	10,253	4,132	14,385	
Kansas	3,246	297	318	---	1,361	244	4,925	541	5,466	
Kentucky	634	43	104	---	4,309	1,718	5,047	1,761	6,808	
Louisiana	2,939	1,297	---	---	6,877	5,417	9,816	6,714	16,530	
Maine	677	186	600	50	3,814	3,709	5,091	3,945	9,036	
Maryland	216	15	306	260	1,678	929	2,200	1,204	3,404	
Massachusetts	998	1	177	140	3,682	2,063	4,857	2,204	7,061	
Michigan	4,303	246	307	87	38,939	5,721	43,449	6,054	49,503	
Minnesota	5,435	1,018	911	176	9,979	9,627	16,325	10,721	27,046	
Mississippi	8,828	4,233	---	---	10,630	8,674	19,458	12,807	32,265	
Missouri	1,269	524	10	---	3,145	2,186	4,424	2,710	7,134	
Montana	3,296	1,010	287	205	1,363	1,316	4,946	2,531	7,477	
Nebraska	1,646	242	227	49	3,085	1,894	4,958	2,185	7,143	
Nevada	184	51	---	---	343	11	527	62	589	
New Hampshire	542	286	193	122	4,377	2,035	5,112	2,443	7,555	
New Jersey	399	23	471	176	4,491	1,268	5,361	1,467	6,828	
New Mexico	1,049	336	281	211	2,048	498	3,378	1,045	4,423	
New York	2,519	242	1,533	1,839	9,474	9,794	13,526	11,875	25,401	
North Carolina	937	143	138	136	5,612	5,047	6,687	5,326	12,013	
North Dakota	18,520	9,260	---	---	---	---	18,520	9,260	27,780	
Ohio	2,781	490	787	220	15,854	5,636	19,422	6,346	25,768	
Oklahoma	5,823	2,684	52	---	6,528	4,699	12,403	7,283	19,686	
Oregon	530	160	261	170	14,835	16,017	15,626	16,347	31,973	
Pennsylvania	1,809	72	950	27	29,113	9,883	31,872	9,982	41,854	
Rhode Island	18	---	---	---	445	56	463	56	519	
South Carolina	1,727	2,018	18	16	6,017	7,040	7,762	9,074	16,836	
South Dakota	1,005	82	130	10	1,485	427	2,618	519	3,137	
Tennessee	253	3	104	23	11,898	7,184	12,255	7,210	19,465	
Texas	20,156	13,030	6,363	5,184	43,590	28,432	70,109	46,646	116,755	
Utah	6,561	1,479	---	---	757	4,642	7,318	6,121	13,439	
Vermont	587	93	176	141	994	1,086	1,757	1,320	3,077	
Virginia	623	84	438	105	958	431	2,019	620	2,639	
Washington	---	---	181	262	---	---	181	262	443	
West Virginia	560	---	100	5	341	---	1,001	5	1,006	
Wisconsin	3,518	1,643	---	---	7,578	4,494	11,096	6,137	17,233	
Wyoming	734	147	---	---	343	109	1,077	256	1,333	
TOTAL	128,572	51,092	23,445	12,791	380,248	238,768	532,265	302,651	834,916	

- Continued -

Table 1.— Individual youths placed by live-ins, camps and day-hauls, by States, 1943-47 - Continued

State	1944									
	Live-ins		Camps		Day-hauls		Total		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	boys and girls	
	Number	Number	Number	Number	Number	Number	Number	Number	Number	
Alabama	5,910	3,598	871	---	7,760	5,708	14,541	9,506	23,847	
Arizona	160	---	---	---	908	122	1,068	122	1,190	
Arkansas	4,385	4,696	105	90	23,751	15,650	28,241	20,436	48,677	
California	394	79	825	1,870	21,014	14,021	22,233	15,970	38,203	
Colorado	794	96	27	---	4,941	2,834	5,762	2,930	8,692	
Connecticut	266	17	614	921	5,492	4,989	6,372	5,927	12,299	
Delaware	11	---	892	491	28	111	931	602	1,533	
Florida	108	6	765	361	457	160	1,330	527	1,857	
Georgia	2,553	2,192	---	---	14,665	11,259	17,218	13,451	30,669	
Idaho	2,012	1,017	35	16	7,786	5,153	9,833	6,186	16,019	
Illinois	1,967	90	1,509	199	16,010	8,495	19,486	8,784	28,270	
Indiana	1,568	130	2,232	---	9,967	1,676	13,767	1,806	15,573	
Iowa	2,205	280	---	---	8,279	6,178	10,484	6,458	16,942	
Kansas	4,867	632	---	---	1,008	261	5,875	893	6,768	
Kentucky	411	53	---	---	2,549	994	2,960	1,047	4,007	
Louisiana	1,333	520	---	---	8,554	6,886	9,887	7,406	17,293	
Maine	527	50	---	30	7,229	7,047	7,756	7,127	14,883	
Maryland	97	36	492	315	321	220	910	571	1,481	
Massachusetts	898	68	170	202	4,165	2,115	5,233	2,385	7,618	
Michigan	6,404	3,135	388	242	19,729	13,285	26,521	16,662	43,183	
Minnesota	4,895	1,350	110	75	7,472	5,499	12,477	6,924	19,401	
Mississippi	20,382	9,217	---	---	22,631	16,119	43,013	25,336	68,349	
Missouri	999	48	124	1	2,958	2,658	4,061	2,707	6,768	
Montana	1,834	494	40	---	1,549	953	3,423	1,447	4,870	
Nebraska	1,555	211	10	4	1,928	2,705	3,493	2,920	6,413	
Nevada	254	44	---	---	307	199	561	243	804	
New Hampshire	142	13	72	72	2,958	1,933	3,172	2,018	5,190	
New Jersey	573	22	31	15	4,962	2,912	5,566	2,949	8,515	
New Mexico	621	151	213	60	5,708	1,911	6,542	2,122	8,664	
New York	3,344	234	875	2,290	15,857	10,020	20,076	12,544	32,620	
North Carolina	1,161	475	577	440	7,006	5,936	8,744	6,851	15,595	
North Dakota	---	---	---	---	18,161	8,310	18,161	8,310	26,471	
Ohio	808	94	112	96	13,705	5,106	14,625	5,296	19,921	
Oklahoma	7,509	3,260	36	---	15,371	8,012	22,916	11,272	34,188	
Oregon	770	49	326	227	11,561	14,919	12,657	15,195	27,852	
Pennsylvania	1,609	118	1,439	857	36,997	13,411	40,045	14,386	54,431	
Rhode Island	12	3	---	1	301	76	313	80	393	
South Carolina	261	229	---	---	14,879	15,874	15,140	16,103	31,243	
South Dakota	1,368	81	100	---	1,097	374	2,565	455	3,020	
Tennessee	121	7	141	88	7,751	6,008	8,013	6,103	14,116	
Texas	16,477	7,346	3,185	2,725	28,179	18,458	47,841	28,529	76,370	
Utah	941	515	---	---	10,262	5,973	11,203	6,488	17,691	
Vermont	697	52	20	---	1,433	1,072	2,150	1,124	3,274	
Virginia	393	99	282	166	956	587	1,631	852	2,483	
Washington	1,201	197	1,391	708	25,939	23,044	28,531	23,949	52,480	
West Virginia	541	46	344	31	209	48	1,094	125	1,219	
Wisconsin	2,925	578	2,186	1,737	7,698	6,051	12,809	8,366	21,175	
Wyoming	817	130	15	5	163	124	995	259	1,254	
TO TAL	109,080	41,758	20,554	14,335	432,611	258,456	562,245	341,549	903,794	

- Continued -

Table 1.-- Individual youths placed by live-ins, camps and day-hauls, by States, 1943-47 - Continued

State	1945									
	Live-ins		Camps		Day-hauls		Total		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	boys and girls	
	Number	Number	Number	Number	Number	Number	Number	Number	Number	Number
Alabama	4,406	2,490	542	---	6,238	3,403	11,186	5,893	17,079	
Arizona	66	---	---	---	346	---	412	---	412	
Arkansas	2,002	1,432	254	3,311	17,213	10,494	19,469	15,237	34,706	
California	309	33	450	536	16,650	10,545	17,409	11,114	28,523	
Colorado	1,060	59	145	29	3,312	2,046	4,517	2,134	6,651	
Connecticut	420	27	687	1,313	4,459	2,335	5,566	3,675	9,241	
Delaware	9	---	458	139	76	21	543	160	703	
Florida	85	10	190	210	204	116	479	336	815	
Georgia	311	117	220	---	11,728	9,190	12,259	9,307	21,566	
Idaho	1,543	403	---	2	6,892	4,950	8,435	5,355	13,790	
Illinois	1,371	40	817	294	11,798	7,450	13,986	7,784	21,770	
Indiana	690	25	1,431	---	7,868	2,681	9,989	2,706	12,695	
Iowa	1,759	190	---	---	10,443	11,012	12,202	11,202	23,404	
Kansas	3,012	67	---	---	772	107	5,784	174	5,958	
Kentucky	630	93	176	---	3,255	1,680	4,061	1,773	5,834	
Louisiana	2,367	555	---	---	12,242	11,691	14,609	12,246	26,855	
Maine	1,362	211	50	186	2,927	3,959	4,339	4,356	8,695	
Maryland	73	3	326	182	288	13	687	198	885	
Massachusetts	754	152	8	17	2,338	1,224	3,100	1,393	4,493	
Michigan	9,863	4,475	316	65	9,101	7,462	19,280	12,002	31,282	
Minnesota	4,289	1,179	27	80	6,850	4,172	11,166	5,431	16,597	
Mississippi	22,862	12,811	30	18	26,354	17,548	49,246	30,177	79,423	
Missouri	844	41	38	---	854	565	1,738	606	2,342	
Montana	1,027	222	---	---	1,058	749	2,085	971	3,056	
Nebraska	1,611	258	---	---	1,927	1,239	3,538	1,497	5,035	
Nevada	239	12	---	---	53	---	292	12	304	
New Hampshire	211	19	---	20	3,048	1,122	3,259	1,161	4,420	
New Jersey	744	53	8	35	4,466	2,237	5,238	2,325	7,563	
New Mexico	370	59	---	---	1,130	690	1,500	749	2,249	
New York	3,288	65	343	1,181	6,348	4,827	9,979	6,073	16,052	
North Carolina	978	558	556	415	3,929	3,225	5,463	4,198	9,661	
North Dakota	11,338	3,848	34	---	140	1,049	11,512	4,897	16,409	
Ohio	498	79	29	49	9,000	3,530	9,527	3,658	13,185	
Oklahoma	5,932	1,547	1	---	22,892	12,893	28,825	14,440	43,265	
Oregon	1,135	20	320	219	14,848	15,074	16,303	15,313	31,616	
Pennsylvania	3,084	417	401	352	17,682	6,756	21,167	7,525	28,692	
Rhode Island	21	---	---	---	193	234	214	234	448	
South Carolina	347	198	260	70	10,418	8,588	11,025	8,556	19,881	
South Dakota	1,171	287	---	---	811	240	1,982	527	2,509	
Tennessee	338	85	150	150	24,585	6,414	25,073	6,649	31,722	
Texas	8,519	4,889	4,417	4,473	28,942	18,198	41,878	27,560	69,438	
Utah	95	45	---	---	6,227	5,604	6,322	5,649	11,971	
Vermont	726	127	---	---	517	244	1,243	371	1,614	
Virginia	329	154	78	5	53	4	460	163	623	
Washington	1,157	95	1,032	462	14,266	12,663	16,455	13,220	29,675	
West Virginia	376	15	108	29	160	79	634	123	757	
Wisconsin	2,396	877	228	196	6,158	6,160	8,782	7,233	16,015	
Wyoming	1,179	91	---	---	46	52	1,225	143	1,368	
TOTAL	109,196	38,433	14,130	14,038	341,115	224,335	464,441	276,806	741,247	

- Continued -

Table 1.-- Individual youths placed by live-ins, camps and day-hauls, by States, 1943-47 - Continued

State	1946									
	Live-ins		Camps		Day-hauls		Total		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	boys and girls	
	Number	Number	Number	Number	Number	Number	Number	Number	Number	
Alabama	207	1,365	332	---	4,745	2,528	5,284	3,893	9,177	
Arizona	16	---	68	15	143	10	227	25	252	
Arkansas	2,558	1,860	---	---	18,574	13,485	21,132	15,345	36,477	
California	78	5	---	---	13,546	8,443	13,624	8,448	22,072	
Colorado	711	92	72	50	4,894	2,061	5,677	2,203	7,880	
Connecticut	153	2	285	1,354	5,101	4,783	5,339	6,139	11,678	
Delaware	2	---	---	---	54	---	56	---	56	
Florida	483	296	315	222	11	97	809	615	1,424	
Georgia	437	300	322	---	9,727	7,471	10,486	7,771	18,257	
Idaho	571	264	10	10	7,144	4,014	7,725	4,288	12,013	
Illinois	968	179	570	417	10,410	6,528	11,948	7,124	19,072	
Indiana	358	17	1,209	---	5,636	1,395	7,203	1,412	8,615	
Iowa	803	85	543	---	11,729	10,075	13,075	10,160	23,235	
Kansas	1,881	56	58	---	1,488	165	3,427	221	3,648	
Kentucky	392	33	23	---	2,175	1,478	2,590	1,511	4,101	
Louisiana	1,547	664	---	---	9,514	9,387	11,061	10,051	21,112	
Maine	1,663	---	75	75	4,338	5,028	6,076	5,103	11,179	
Maryland	101	---	274	20	140	25	515	45	560	
Massachusetts	794	42	---	---	1,105	500	1,899	542	2,441	
Michigan	4,774	2,604	---	---	6,480	2,956	11,254	5,560	16,814	
Minnesota	2,210	281	28	87	5,446	1,639	7,684	2,007	9,691	
Mississippi	12,480	7,856	153	102	19,235	8,317	31,868	16,275	48,143	
Missouri	195	1	80	---	1,158	644	1,433	645	2,078	
Montana	1,055	92	---	---	1,034	387	2,089	479	2,568	
Nebraska	1,074	142	15	6	2,005	1,342	3,094	1,490	4,584	
Nevada	192	---	---	---	37	5	229	5	234	
New Hampshire	97	2	---	---	1,784	1,586	1,881	1,588	3,469	
New Jersey	178	3	---	---	2,730	1,575	2,908	1,578	4,486	
New Mexico	805	313	86	53	2,656	1,777	3,547	2,143	5,690	
New York	1,985	223	413	798	11,345	6,627	13,743	7,648	21,391	
North Carolina	755	624	548	499	2,426	2,497	3,729	3,620	7,349	
North Dakota	6,527	1,554	10	---	---	---	6,537	1,554	8,091	
Ohio	627	49	96	22	5,263	2,777	5,986	2,848	8,834	
Oklahoma	4,137	230	10	---	12,712	4,081	16,859	4,311	21,170	
Oregon	379	37	775	324	16,193	18,513	17,347	18,874	36,221	
Pennsylvania	1,198	34	137	---	15,642	4,758	16,977	4,792	21,769	
Rhode Island	5	---	---	---	83	---	88	---	88	
South Carolina	407	192	99	---	8,115	4,012	8,621	4,204	12,825	
South Dakota	1,050	153	39	---	1,866	83	2,955	236	3,191	
Tennessee	440	134	14	---	10,549	11,017	11,003	11,151	22,154	
Texas	10,299	5,720	5,537	4,130	26,996	14,930	42,832	24,780	67,612	
Utah	199	75	---	---	8,068	4,496	8,267	4,571	12,838	
Vermont	597	25	---	---	939	1,005	1,536	1,030	2,566	
Virginia	113	10	90	55	266	108	469	173	642	
Washington	617	71	982	337	16,225	10,918	17,824	11,326	29,150	
West Virginia	259	69	164	1	60	20	483	90	573	
Wisconsin	1,757	254	811	683	4,569	3,424	7,137	4,361	11,498	
Wyoming	589	52	---	---	653	237	1,242	289	1,531	
TO TAL	68,723	26,060	14,243	9,260	295,009	187,204	377,975	222,524	600,499	

- Continued -

Table 1.-- Individual youths placed by live-ins, camps and day-hauls, by States, 1943-47 - Continued

1947									
	Live-ins		Camps		Day-hauls		Total		Total
State	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	boys and girls
	Number	Number	Number	Number	Number	Number	Number	Number	Number
Alabama	733	397	---	---	3,015	1,711	3,748	2,108	5,856
Arizona	8	---	55	26	282	77	345	103	448
Arkansas	2,243	1,532	331	943	15,863	11,894	18,437	14,369	32,806
California	---	---	---	---	9,502	5,805	9,502	5,805	15,307
Colorado	614	21	---	---	3,150	1,584	3,764	1,605	5,369
Connecticut	204	8	385	1,399	2,780	3,240	3,369	4,647	8,016
Delaware	3	---	78	---	---	34	81	34	115
Florida	429	245	150	95	148	244	727	584	1,311
Georgia	418	278	12	---	6,568	5,221	6,998	5,499	12,497
Idaho	337	143	---	---	7,260	3,784	7,597	3,927	11,524
Illinois	691	35	101	317	10,007	4,259	10,799	4,611	15,410
Indiana	2,764	12	912	---	2,040	1,515	5,716	1,527	7,243
Iowa	809	44	---	---	14,885	11,953	15,694	11,997	27,691
Kansas	2,236	58	---	---	852	153	3,088	211	3,299
Kentucky	304	101	---	---	4,619	6,504	4,923	6,605	11,528
Louisiana	1,531	760	---	---	5,811	3,176	7,342	3,936	11,278
Maine	1,266	---	45	---	3,334	3,574	4,645	3,574	8,219
Maryland	28	---	269	---	52	64	349	64	413
Massachusetts	112	12	---	---	228	79	340	91	431
Michigan	2,850	1,632	---	---	24,873	2,753	27,723	4,385	32,108
Minnesota	1,493	177	273	146	5,800	4,083	7,566	4,406	11,972
Mississippi	8,028	4,979	---	---	4,193	7,640	12,221	12,619	24,840
Missouri	162	38	---	---	692	322	854	360	1,214
Montana	434	23	---	---	868	392	1,302	415	1,717
Nebraska	768	37	---	---	1,061	708	1,829	745	2,574
Nevada	164	7	---	---	8	---	172	7	179
New Hampshire	145	4	12	---	1,027	993	1,184	997	2,181
New Jersey	147	6	---	---	2,690	1,027	2,837	1,033	3,870
New Mexico	506	29	82	---	2,711	2,321	3,299	2,350	5,649
New York	1,537	15	168	453	13,928	6,687	15,631	7,155	22,786
North Carolina	374	235	448	275	1,627	1,145	2,449	1,655	4,104
North Dakota	4,000	150	---	---	458	2,016	4,458	2,166	6,624
Ohio	265	3	169	113	2,365	2,655	2,799	2,771	5,570
Oklahoma	2,725	208	---	---	5,906	1,794	8,631	2,002	10,633
Oregon	452	15	305	206	9,110	12,681	9,367	12,902	22,769
Pennsylvania	909	43	---	---	9,113	3,192	10,022	3,235	13,257
Rhode Island	---	---	---	---	1	5	1	5	6
South Carolina	222	141	88	73	5,487	5,992	5,797	6,206	12,003
South Dakota	1,303	49	---	---	2,904	59	4,207	108	4,315
Tennessee	295	94	---	---	9,157	7,650	9,452	7,744	17,196
Texas	8,104	4,451	8,136	5,597	38,521	29,581	54,761	39,629	94,390
Utah	---	---	---	---	6,057	3,203	6,057	3,203	9,260
Vermont	570	20	---	---	342	566	912	586	1,498
Virginia	387	150	251	165	75	51	713	366	1,079
Washington	416	34	1,193	486	13,139	11,927	14,748	12,447	27,195
West Virginia	44	---	31	---	---	---	75	---	75
Wisconsin	1,464	364	743	959	4,215	3,020	6,422	4,343	10,765
Wyoming	518	33	---	---	209	---	727	33	760
TOTAL	53,012	16,583	14,235	11,253	256,933	177,334	324,180	205,170	529,350

Supervision

Supervision was the third part of a successful VFV program. Recruitment and placement were the first two parts. Unfortunately, in many cases they were considered to be the whole of the program. Yet experience proved that adequate supervision after careful recruitment and placement greatly increased the percentage of successful completions of jobs. Need for supervision was obvious in the following situations: (1) Group leaders should give general supervision from the assembly point in the morning until disbandment in the evening to groups of workers placed on farms by the day; (2) general supervision, through periodic visits, of youth placed as live-ins and assistance in adjusting difficulties; and (3) supervision outside working hours of young workers living in camps.

From the beginning of the program, the need for adequate supervision was stressed by the Extension Service (79, pp. 6-8). This point was also brought out in publications issued by the other Government agencies concerned and by youth-serving agencies. Nevertheless, good supervision took time and personnel, which meant additional expense for farmers or operating organizations. Thus it was often neglected. As the State and county personnel operating the program and the farmers themselves acquired more experience with youth, however, they gave more attention to this problem and, in many areas, supervision was better during the last years of the program. 63/

Safety.-- One aspect of supervision, the promotion of safety methods and safety education, received the endorsement of farm-labor personnel from the beginning of the program. In general, the problems of education and supervision for safety fell into two classes: Those problems in which responsibility was with the Extension Service farm-labor personnel or with the farmers employing youth, and those problems in which the youthful employees themselves were responsible. The first group included provision of safe means of transportation, especially for day-haul workers; provision of pure drinking water and sanitary facilities for workers; provision of safety guards for machinery, well-constructed ladders, and instructions for using dangerous equipment safely; provision of healthful camps, with sanitary and adequate feeding facilities; and so on. The young workers, under guidance and supervision, were asked to eat wisely, wear comfortable and safe clothing, learn to lift correctly, use care with ladders and with tools and machinery, work carefully with livestock, remain orderly when riding trucks or busses, prevent fires, and so on.

Education was the main tool for promoting all types of safety. In some States, laws of the particular State required certain safety precautions for transporting workers, and in some States, all camps for workers were inspected by the State Board of Health. Instructions to farm-labor personnel emphasized that both farmer and worker should be educated to maintain safe conditions on the farm. The National Safety Council cooperated with the Extension Service in this educational work by publishing leaflets urging youth to work safely. The leaflets were written in language easily understandable to youth and were attractively illustrated and printed in colors. In addition to leaflets, the radio, newspapers, and magazines stressed the importance of safety measures, particularly as so many inexperienced personnel were doing farm work.

Insurance.-- Yet because so many inexperienced youth were engaged in farm work during the war years, some accidents were certain to occur, even when supervision and education were adequate. This meant that expenses for medical and hospital care and for disability had to be met. Farm-labor funds could be used to pay for medical and hospital services under provisions of the law and at the discretion of the State extension director. 64/ However, this did not cover disability or death and insurance was the only protection for such risks.

Many day-haul workers employed by commercial growers were insured by reason of State compulsory insurance laws and many other youth were covered under local plans worked out within the States. For example, all live-ins were covered in New York and Vermont throughout the program and in Indiana all youth workers, including day-haul workers, were insured. Some other States had similar records for all or some of the years.

Many areas and many farmers, especially those farmers who employed only one or two Victory Farm Volunteers, were not covered by either State compulsory insurance laws or State-wide plans. The Extension Service asked the Insurance Section of the Bureau of Agricultural Economics early in 1943 for assistance in developing a low-cost plan that would be available to Victory Farm Volunteers or their employers. The Insurance Section arranged with the Health and Accident Underwriters Conference, a group of insurance companies, to write a personal accident policy for Victory Farm Volunteers. The policy protected the worker 24 hours a day, and provided \$500 for loss of life, up to \$1,000 for dismemberment or loss of sight, and up to \$250 for medical and hospital expenses incurred in connection with an accident.

64/ U. S. Extension Service, Victory Farm Volunteers 1943, 1944, 1945, p. 61.

The price of the policy for each of the 65 cooperating companies was \$4 for 3 months, with the privilege of renewal at the same rate for another 3 months or at \$1.50 for 1 month. At the end of 1943, 30 companies reported that they had written 434 policies and had paid 41 claims amounting to \$264.85 (2,pp.1-2).

The small number of policies issued was disappointing and increased efforts were made to extend the coverage in 1944. A total of 34 companies offered the policy at the rate of \$1.50 a month, or \$4 for 3 months, and 5,116 policies, including 1,715 Farm Cadet Victory Corps policies and 2,737 group-certificate policies in Indiana, were written during the year. A total of \$3,083 was paid on 86 claims, and, when the report was compiled, there were 10 unsettled claims in New York State (3,pp.1-2). The Victory Farm Volunteer policy continued to be available at the same price until the end of the program in 1947.

On the whole, the accident-prevention record of the Victory Farm Volunteers was excellent. This was probably due to the safety education program, supervision, and training.

Training

Training was, in a large part, a function of supervision in that on-the-job training took precedence over preseason training, especially during the last 2 years of the program. Preseason training was usually closely related to recruitment and was carried out before, rather than after, placement.

The statement of responsibilities of the Office of Education and the Extension Service for the Victory Farm Volunteers Program, dated February 3, 1943, assigned the training function to the Office of Education. The Office of Education had developed the Rural War Production Training Program, subsequently the Food Production War Training, late in 1940, and this program continued until May 31, 1945. In addition, the Office of Education used Smith-Hughes and George-Deen funds to train young people for farm work.

State and county extension service personnel cooperated with school officials in offering supplementary courses. Training generally fell into five types: (1) orientation and general preparation; (2) on-the-job training; (3) State Extension courses; (4) formal school courses; and (5) training in VFV camps. 65/ The number of preseason orientation

courses declined steadily from the high in 1943 until the end of the program. The preseason training that survived was, for the most part, that which was aimed toward developing some particular skill, as, for example, training schools for corn detasseling.

Some training, particularly that done on the job, was probably encouraged by the work of the Labor Utilization Division of the Extension Service, which cooperated with the Victory Farm Volunteers Division, as well as with the other farm-labor divisions, in emphasizing job-training courses, labor-saving shows, and farm-work simplification. 66/

Recognition

Someone has said that Americans get a certificate for everything. The Extension Service planned some such recognition of the Victory Farm Volunteers almost as soon as the program got under way. There were two reasons for such recognition: an opportunity would be given the community to acknowledge the work of the boys and girls, and insignia would encourage youth to become a part of the national movement and thus stimulate their accomplishments. The Extension Service had certificates of service printed and, through the assistance of the National Committee on Boys and Girls Club Work, had embroidered emblems, stamped T-shirts, and celluloid buttons manufactured for sale to the States. All insignia were awarded on any basis determined by the individual States. In many communities, field days, picnics, banquets, public assemblies, or similar activities were held, often at the end of the working season, during which insignia were awarded. 67/

Summary

The Victory Farm Volunteers program originated most directly from the Volunteer Land Corps of Vermont, which began operations in 1942. Considerable interest was shown in a suggestion that the Federal Extension Service sponsor a similar youth program on a Nation-wide scale,

66/ Memorandum, L. M. Vaughn, Head, Labor Utilization Division, Extension Service to M. L. Wilson, Feb. 4, 1948. See the chapter of this study on labor utilization for a discussion of this cooperative work.

67/ U. S. Extension Service, Victory Farm Volunteers, 1943, 1944, 1945, pp. 64-65.

and, in fact, the farm-labor program of the Extension Service originated, at least in part, in planning the youth recruitment and placement program.

The program was decentralized, with the Federal office acting as an advisory coordinating agency, the State offices determining policy for their respective States, and the county offices carrying out the actual functions of the program. The functions were, basically, recruiting, placing, and supervising nonfarm youth for work as live-ins, day-hauls, or campers. Recruitment was a responsibility of the school authorities; placement and supervision were responsibilities of the Extension Service. The Extension Service cooperated, at different administrative levels, with other agencies such as the United States Children's Bureau, the United States Office of Education, and non-governmental youth-serving agencies, in discharging these responsibilities.

Recruitment, during the first years of the program, was based largely upon a patriotic appeal for youngsters to help in an important war activity; during 1946 and 1947, recruitment was based upon pointing out to youth the benefits resulting from farm work. Placement was stressed with live-ins and usually overlooked with day-hauls. Supervision, the most difficult and least understood of the three main functions, often meant the difference between exploitation of the young workers or careless work by youngsters and the development of a program that provided farmers with efficient help and gave young people valuable work experience.

The primary aim of the program was to assist farmers and increase food production by making nonfarm youth available for farm work. This primary aim was achieved in many areas. In addition, when the program was carried out with sufficient attention to recruitment, placement, and supervision, city youth had valuable work experience and learned something of rural living, and at the same time real understanding between city and country people increased.

Chapter 6

THE WOMEN'S LAND ARMY

The Women's Land Army, one part of the Nation-wide emergency farm labor program, was a movement rather than an organization. ^{1/} Generally, any woman working on a farm to save food crops for war uses was considered

^{1/} The Women's Land Army Division of the U. S. Extension Service, under the direction of Miss Florence L. Hall, prepared a report, Women's Land Army 1943-1944-1945, of 18 pages, to which the reader is referred for additional details on the accomplishments of the program. Copies of the report are on file in the U. S. Extension Service, U. S. Department of Agriculture Library, Library of Congress, and Library of National Archives.

a part of the Women's Land Army. This chapter is a discussion of the origins of the program, the organization for administering the program, and the program in operation. 2/

Beginnings of the Program

Certain of the activities that later came to be considered a part of the Women's Land Army movement began as early as 1940 as a result of Selective Service and the growing defense industries. As men began to leave the farms for the armed forces and industry, farm women began assuming tasks that many of them had not customarily performed (69,13:182). By the summer of 1942, there was a demand in certain areas for nonfarm women to assist in harvesting crops.

Local and State Activities

Most of the recruitment of nonfarm women to assist with farm work during 1942 was on a local basis, and most of the women worked in groups harvesting farm crops while living at home. Much of this work was part- or spare-time. In many instances, the county agent induced employers to release groups of women from their regular jobs in town to help with harvesting operations for a day or two. In other cases, all business activities in an entire town would cease for a day or part of a day, and the townspeople--men, women, and children-- would take part in harvesting.

State-wide programs, financed with State funds, were inaugurated during 1942 in Maine and Connecticut. The Women's Emergency Farm Service in Maine, directed by Katharine Potter, and the Connecticut Land Army, directed by Mrs. Joseph Alsop, recruited girls and women and placed them on farms. A few private agencies also sponsored farm work groups (108,p.4). These State and private projects indicated that there was a place for nonfarm women in any Nation-wide program for mobilizing farm labor.

2/ Since the program was announced before April 30, 1943, it was mentioned in the first chapter of this monograph.

Plans Leading to National Program

Even before the local and State programs got under way in 1942, there had been some thought, perhaps inspired by reports about the British Women's Land Army, within the Department of Agriculture of the possibility of recruiting urban women for farm work. On August 7, 1941, a subcommittee of the Department's Agricultural Labor Committee suggested to the chairman of the Committee that, among other measures proposed to assure an adequate supply of farm labor in 1942, the Department plan to enroll women and girls. The subcommittee stated that special attention should be given to enrollment of urban women for planting and harvesting truck and fruit crops and that labor for processing plants might be drawn from these urban enrollments. 3/

In the spring of 1942, Secretary of Agriculture Wickard advised the State and County USDA War Boards that, among other actions on farm labor necessary in each county and community, all women available for farm work should be registered. The War Boards were to assist the local U. S. Employment Service offices in this task (62,no.975-10). The Secretary recognized also the important contribution that farm women were making to increased agricultural production. In June 5, 1942, he advised farm women that there was plenty of war work right on the farm and that they could usually make their most important contribution to the war effort by staying on the farm (60,no.2594-42).

In the fall of 1942, the Secretary of Agriculture appointed a committee headed by M. L. Wilson, Director of Extension Work, to consider plans for city youth to work on farms. In its report, dated November 11, 1942, the committee noted that the prospective farm-labor shortage for 1943 had stimulated widespread interest in labor by women from cities and villages. Among plans advocated for the use of such labor was the establishment of a women's land army, which would be an independent organization of semi-official character. Under this plan, most of the services would be voluntary in character, and definite cooperation of Federal agencies would not be required. However, the committee made no specific recommendations either for or against such an army. 4/ By the end of 1942, the Department still had no plans for sponsoring such a women's land army. 5/

3/ Memorandum, Subcommittee, Agricultural Labor Committee on Plans for 1942 to Roy F. Hendrickson, Chairman, Agricultural Labor Committee, Aug. 7, 1941.

4/ Memorandum, M. L. Wilson, O. E. Mulliken, James S. Heizer, P. A. Thompson, and J. W. Coddington, Committee Appointed by the Secretary to Claude R. Wickard, Secretary of Agriculture and Lyle Watts, Assistant to the Secretary, Nov. 11, 1942.

5/ Letter, R. L. Webster, Assistant to the Secretary to Marjorie A. Landon, Director, The Chandler Schools, Boston, Mass., Dec. 24, 1942.

On January 23, 1943, War Manpower Commissioner Paul V. McNutt, by War Manpower Commission Directive XVII, transferred responsibility for recruitment, placement, transfer, and utilization of agricultural workers from the Employment Service to the Secretary of Agriculture (92,8:1426). Following the issuance of the directive, Secretary of Agriculture Wickard asked the State extension directors on the Extension Wartime Committee to meet on January 29-30, 1943, to consider plans for mobilization of local resources for farm work, including nonfarm women (60,no.1445-43). The Committee approved the assignment of farm-labor responsibilities to the Extension Services, and on February 14, 1943, the Department announced that a program for mobilizing farm labor had been completed. As part of this program, a women's land army, composed of nonfarm women interested in serving regularly as farm workers, was to be developed by the Extension Service (60,no.1604-43). The Secretary of Agriculture, on February 17, 1943, formally requested the Cooperative Extension Service of the Department and the State Extension Services among other duties, to be responsible for:

Development and supervision of a program for the organized recruitment and utilization of non-farm women for appropriate types of farm work wherever practicable; also for cooperation with and rendering appropriate assistance to other groups sponsoring and organizing activities along these lines. 6/

The preliminary estimate, according to the Director of Extension Work in testimony before a Senate Committee considering appropriations for the farm-labor program, was that 10,000 nonfarm women could be recruited to work on farms on a year-round basis and about 50,000 to do seasonal farm work (49,1943:34). A subsequent announcement by the Department of Agriculture indicated that these 60,000 women, 10,000 for year-round work and 50,000 for seasonal work for one month or more, would be considered the Women's Land Army. The Department expected to recruit about 300,000 additional women who could spare week-ends, a few days, or a few weeks, and who would be placed by county agricultural agents for short-time emergency jobs on farms. The Women's Land Army was to be supervised by the Cooperative Extension Service of the Department of Agriculture and the State agricultural colleges.

County agents were to place the workers, help them to become adjusted to farm work, give necessary supervision, and help farmers to train the new workers in farming skills. Recruitment was to be carried on in cooperation with public, State, and Federal agencies, and with interested voluntary organizations. Women placed on farms for year-round work were to be trained for from 3 to 6 weeks in State agricultural colleges or on the farm. The United States Office of Education was to assist in the training (60,no.2079-43).

6/ Memorandum, Claude R. Wickard to M. L. Wilson, Director of Extension Work, Feb. 17, 1943.

On April 12, 1943, the War Food Administration announced that Miss Florence Hall, an Extension field agent working in the 12 North-eastern States since 1928, had been appointed to head the Women's Land Army activities in the Extension Service (60,no.2114-43). Thus, by April 29, 1943, when the law making appropriations for the emergency farm-labor supply program was approved, plans for a Women's Land Army had been made and some personnel for carrying out the plans had been assigned.

Organization for the Administration of the Program

The War Food Administrator announced an organization to administer the farm-labor program on April 30, 1943. As part of the announcement, the Administrator stated that in each State, the Extension Service would be responsible for developing a Women's Land Army in cooperation with all agencies that could help recruit women who could be placed on farms, placing the workers, and otherwise supervising this phase of the United States Crop Corps (60,no.2254-43). 7/

Organization: Federal Level

Responsibility in the Washington office of the Extension Service for the Women's Land Army was assigned to the Women's Land Army Division. As the program was decentralized to the State Extension Services, the Division, headed by Miss Florence Hall and responsible to the Deputy Director of Extension for Farm Labor, remained small during the 3 years of its operation.

Functions of the Women's Land Army Division.-- The main task of the Division was to work closely with the State extension services, developing with them plans and procedures for recruitment and other phases of the Women's Land Army. The Division supplied information to the State extension services, other interested Government agencies, private organizations, informational media, including the press and radio, and the public. The Division acted as a clearing house for exchange of information among the State extension service persons responsible for operations of the program within the States, thus making available to all States the experiences and procedures which had proved useful in one. The Division represented the Women's Land Army movement in cooperating with other divisions working on the farm-labor supply program, with other Federal agencies, with a national advisory committee, and with Nation-wide women's organizations that were interested in the program.

7/ U. S. Crop Corps was the national term used to identify all workers on the farm or in food-processing plants.

In carrying out these functions, Division personnel prepared folders explaining the program and urging women to participate, conducted press interviews, made field trips to the States, planned and attended regional conferences and meetings of the national advisory committee, conferred with representatives of other Federal agencies and women's organizations, and issued news letters which summarized program developments and State activities.

Relations with Federal Agencies.-- The Women's Land Army Division maintained particularly close relations with the Women's Bureau of the Department of Labor. A representative of the Women's Bureau, Frances W. Valentine, made studies of the 1943 operations of the WLA in the North-eastern and Pacific Coast States. During the summer of 1944, Miss Valentine served as a consultant in the Women's Land Army Division and prepared a report on women's work on farms in eight Midwestern States (100).

Relations with State Extension Services.-- Aside from the usual channels of communications, the Women's Land Army Division maintained working relations with the State extension service persons responsible for the WLA program, through special sessions at the farm-labor regional conferences, frequent field trips, and news letters.

The first regional conferences were held in Baltimore and St. Louis in February 1943. Plans for State and county farm-labor-program staffs were discussed. During November and December 1943, farm-labor regional conferences were held in Berkeley, Denver, St. Louis, and Richmond. A WLA Workshop was held at each of these conferences, and a total of 41 women representing 37 States attended. 8/ Changes in requirements for WLA membership were agreed upon at these conferences. 9/

Plans for 1945 were discussed at regional conferences held during December 1944, in Salt Lake City, Kansas City, Chicago, Atlanta, and Springfield. WLA representatives discussed "Progress and problems of the Women's Land Army Program" and "What we have learned in WLA that has a bearing on home demonstration and other extension programs" at each of the conferences. 10/ Although the WLA program as a separate project was discontinued at the end of 1945, recruitment and placement of women continued, and at some of the conferences held in 1946 and 1947, the place of women in the farm-labor situation was discussed.

8/ U. S. Extension Service, Women's Land Army News Letter, Dec. 17, 1943.

9/ These changes were basically to have no fixed time requirement for attainment of membership and the admission of farm as well as nonfarm women.

10/ U. S. Extension Service, Women's Land Army News Letter, Jan. 17, 1945.

Relations with National Advisory Committee.-- In the fall of 1943, a National Advisory Committee of the Women's Land Army was named to advise with the Extension Service on the recruiting of women for farm work in 1944. The members of the committee and the organizations they represented included Mrs. Dean Acheson of Washington, chairman; Mrs. LaFell Dickinson, President, General Federation of Women's Clubs; Miss Lolla Gaddis, State Home Demonstration Leader, Purdue University; Mrs. Thomas G. Garrison, National President, Council of Catholic Women; Mrs. William Hastings, President, National Parent-Teacher Association; Miss Elizabeth B. Herring, National Board, Young Women's Christian Association; Miss Margaret A. Hickey, President, National Federation of Business and Professional Women's Clubs; Mrs. Lida S. Ives, Chairman, Home Economic Committee National Grange; Mrs. Leonard J. Killey, President, National Home Demonstration Council; Dr. Kathryn McHale, General Director, American Association of University Women; Miss Francis W. Valentine, Women's Bureau, U. S. Department of Labor; and Mrs. Roy C. Weagley, President, Associated Women of the American Farm Bureau Federation. 11/

The Committee met in Washington September 30 and October 1, 1943. It recommended that WLA membership include any woman who worked on a farm to save food crops for war uses, and that an intensive campaign for membership be carried on to meet the increased need for farm workers (60, no. 725-44).

Relations with Women's Organizations.-- The interest of women's organizations in the Women's Land Army is indicated in the names of the organizations represented on the National Advisory Committee. The Women's Land Army Division cooperated with the national offices of several women's organizations, and the organizations took an active part in publicizing the movement, recruiting workers, and assisting with camps for workers.

The General Federation of Women's Clubs published a pamphlet suggesting activities for clubwomen in connection with the WLA movement. The Federation also offered prizes of war bonds in 1944 and 1945 for the best essays submitted by farm and nonfarm women on the topic "My Experience Doing Wartime Farm Work." 12/

Organization: State Level

The Extension Service within each State had full responsibility for the WLA movement in its State. Thus, State organizations varied considerably, both in the amount of attention given to and the assignment of responsibility for the WLA program.

11/ U. S. Extension Service, Women's Land Army 1943-1944-1945, p. 11.

12/ U. S. Extension Service, Women's Land Army News Letter, Sept. 11, 1945.

Assistant State Farm-Labor Supervisors, Women's Land Army.--- The budget presented to Congress contemplated that half of the States would employ a full-time Assistant State Farm Labor Supervisor for the Women's Land Army and that half of them would employ a supervisor on a half-time basis (42,1944:88). A majority of the States employed such a supervisor, usually a woman, either on a full- or part-time basis. The Assistant State Farm Labor Supervisor, Women's Land Army, was responsible to the State Supervisor of the emergency farm-labor program.

The administration of the State WLA programs by the WLA supervisors also varied. In some States, the supervisor took an active part in recruiting and placing the workers; in others, the supervisor carried out these activities entirely through county personnel.

Relations with National and County Offices.--- The State WLA supervisor maintained direct relations with the national office and represented the State in WLA matters at regional conferences on the one hand and arranged State meetings of county WLA workers, prepared information, publicity, and recruiting material for State use, and kept the county personnel informed of program developments on the other.

Organization: County Level

The county extension agent, usually aided by an emergency farm-labor assistant, was responsible for the local farm-labor programs. Where necessary, a county WLA supervisor was appointed. In many counties, responsibility for the WLA was assigned to the home-demonstration agent. In some counties, in accordance with a suggestion made by the Federal office early in 1943, a subcommittee for the WLA of the county farm-labor advisory committee, which was composed principally of farmers, was appointed (68,p.8).

The Program in Operation

Recruitment, placement, and supervision were basic in operating the program. Training was also important.

Recruitment

The Federal, State, and county extension services all assisted in recruiting women farm workers. The Federal office published leaflets, sponsored articles in publications having Nation-wide circulation, and encouraged national women's organizations to assist in publicizing the need for women to assist in food production. State offices published

leaflets, conducted meetings, cooperated with women's organizations, and, in some cases, registered prospective workers. In most States, the county agents, county farm-labor assistants, or county WLA supervisors carried on local recruitment and registration programs. The recruitment programs on all levels stressed the need for increased agricultural production as part of the war effort. Patriotism, the primary reason women enrolled for farm work, eased the task of recruitment. During the period 1943-45, estimates made by State extension services indicate that 1,196,354 women were recruited for seasonal work and 32,314 for year-round work.

The recruitment program varied from State to State, partly in relation to the type of agriculture, partly in relation to acuteness of need for labor, and partly in relation to local attitudes toward women, particularly nonfarm women, doing farm work. In States in which the employment of women in crews, especially for harvesting fruits and vegetables or doing other specific tasks for certain periods of time, was possible and in which it was traditional to employ women in such tasks, there was special interest in the WLA program. This was true for example, in California, Oregon, and New York. But in States in which agriculture was less intensive, where the tasks to be performed were not suited to work by crews of women, or where the seasonal demand for labor was more readily filled from usual sources, there was less need for the intensive recruitment of nonfarm women. Oklahoma and Nebraska were examples.

Recruitment in Oregon was under the direction of an assistant State supervisor for the Women's Land Army and the county extension staffs and farm-labor assistants. The county farm-labor committees appointed a WLA subcommittee and community committees to assist in recruitment, and, in counties in which the need was especially acute, the Extension Service hired women farm-labor assistants to handle WLA recruitment and placement. Women were particularly needed in the Willamette Valley for fruit and vegetable harvesting during July, August, and September, with the peak demand coming in late August and early September. During 1943, workers were recruited by leaders appointed by women's organizations in the community; emphasis was on the enrollment of the individual worker through club meetings, house-to-house canvasses, and other methods. By 1944, the program was well-enough known so that emphasis could be turned to organization of work groups--car-pool groups, and special groups of housewives who were transported by school busses and who worked shorter hours. In 1945, the emphasis was on recruitment of work platoons of 35 to 40 workers under the supervision of paid leaders. Leaders were recruited by the county personnel in charge of the WLA program, and the leaders then recruited workers. Leaders were assisted by the publicity given the program through newspaper stories and advertising, radio announcements and programs, posters

and signs in public places, store window exhibits, and billboard advertising. This entire recruiting program was aimed at securing seasonal workers; aside from a demand for ranch cooks, there was little demand for nonfarm women for year-round work or work other than harvesting. 13/

The situation in Nebraska differed from that in Oregon. Because of the different types of agriculture, there was less demand for crews of women to carry out seasonal tasks. As a result, overrecruitment was at times a problem in some localities. The situation in regard to the demand for nonfarm women as workers other than in crews has been summarized as follows:

Facing a critical situation, farmers, even though willing to have their wives and daughters work in the field are reluctant in hiring town women except in crews. There is a great demand for town girls and women to do housework and care for children to relieve the farm women to do field work. But this type of work is not attractive and does not appeal to town women as a contribution to the war effort. Jobs in town pay more and work in defense plants in town are more attractive. 14/

No organized recruiting campaigns for nonfarm women to do farm work were carried on in Oklahoma. The farm women had "taken the place of unavailable hired help in emergencies and in many instances, to avoid the payment of high wages to inexperienced hands." 15/

In the Northeastern States, the recruits were from four main groups: students from women's colleges, junior colleges, and high or preparatory schools, and teachers; business and professional women; homemakers and unemployed women; and women workers from industries. The largest contribution was probably made by the students and teachers. Their summer vacations were long, they were enthusiastic over the opportunity to be of service, they were intelligent and conscientious, and few were obliged to count on their summer's earnings for support. There was some demand for year-round women workers on dairy and poultry

13/ Oregon State Extension Service, Emergency Farm Labor Program, Annual Report, 1943-1945. [Unpublished.]

14/ Nebraska State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished.]

15/ Oklahoma State Extension Service, Emergency Farm Labor Program, Annual Report, 1943. [Unpublished.]

farms in the Northeast, but few women wanted or were in position to accept year-round work. The nonfarm women who did take such jobs performed them very successfully (108, pp. 6-7, 12, 14).

During 1946 and 1947, women were recruited for farm work on the basis of need as a part of the general labor recruitment rather than under a special program. However, many plans for recruiting women for farm work that were developed from 1943 through 1945 were of use in later years.

Placement

Recruitment was closely related to placement. Nationwide recruitment publicity could not be synchronized with local needs for workers, but on the county levels recruiting was usually carried on when there was need for workers and, in many areas, workers were recruited for specific jobs as the jobs developed. More than 2,000,000 placements of women in farm jobs were made in 1943, 1944, and 1945, mostly for seasonal work.

Day-hauls.-- The great majority of the nonfarm women doing farm work lived in their own homes and were transported to and from the farm each day. The transportation varied: car-pools were organized in some areas, school buses were often made available, and farmers' trucks were the usual conveyances in many sections. Two factors limited day-hauls: only farms close enough to the labor supply to make transportation feasible could use the workers, and this labor could be best used in groups. Day-haul labor made its greatest contribution by work in market-garden or truck farms and in orchards.

In most States, the persons responsible for the WLA program were responsible for all phases. This was not, however, an invariable rule. In New York, during the period 1943 to 1945, the United States Employment Service, under contract to the Extension Service, recruited and placed the workers, but the WLA supervisor was responsible for the live-in and camp programs. 16/

Day-haul-program placements in California were made by the county extension offices, several of which included women who gave full time to the WLA program. The day-haul program practically doubled from 1943 to 1944, but in 1945 the use of large numbers of imported workers and prisoners of war reduced the need for women workers. The great variety of fruit,

16/ New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1946. [Unpublished]

nut, and vegetable crops produced in California provided wide opportunity for women to participate in agricultural work, particularly in harvesting, and the numerous harvest peaks which followed each other made it possible for them to work for short periods or continuously for several months. Employment of women was limited chiefly by the lack of adequate housing on farms, which explains in part the emphasis on day-haul placements. 17/ Lack of housing suitable for women was not confined to California.

Camp Program.--- The camp program, which operated in 12 States in 1945, made labor available in rural areas that were too far from population centers for day-hauls. Most of the women campers were college girls, teachers, and business women who devoted their vacation periods to farm work.

Camps for women farm workers were undertaken in California in 1942 and were continued in succeeding years. The camps were held in cooperation with a sponsoring agency, which was either the American Women's Voluntary Services, the Sierra Club, or a grower or group of growers. Seven camps for women workers were held in 1943, eight in 1944, and four in 1945. 18/

Camps in Maine were also organized in 1942 as part of the Women's Emergency Farm Service of Maine and were continued as a part of the Women's Land Army Program. The Maine camps were of unusual interest in that standards were very high and workers were drawn from several different States. During 1943, the WEFS placed workers from 18 different States, the District of Columbia, and 5 foreign countries. These workers were recruited through contacts with colleges, newspaper publicity, and the cooperation of various women's organizations. 19/

Live-in Program.--- The live-in program, that is, placing women workers in farm homes, was of less importance to the total farm-labor supply but was useful. In both Maine and New York, for example, women were trained in farm work and placed in selected farm homes with success. A study of farm-employment opportunities for nonfarm women in the Midwest during 1944 revealed as reasons why more nonfarm women were not placed in the live-in program:

17/ California State Extension Service, Emergency Farm Labor Program, Annual Report, 1945. [Unpublished].

18/ Ibid.

19/ Maine State Extension Service, Emergency Farm Labor Program, Annual Report, 1943-1945. [Unpublished].

1. The farmers' wives did not really want these women, even for housework.
2. Farmers doubted their ability.
3. If anyone was willing to try them, a dollar a day and board was about what farmers were willing to pay.
4. If farmers took them, they would be employed primarily as hired girls to help in the kitchen (109,p.7).

A great many of the women placed in year-round farm work were wives of farm laborers and were placed as workers on farms with their husbands. Also, some farm women, during slack periods on their own farms, assisted neighboring farmers.

Women Placed, 1943-47.-- The following tables, compiled in the Washington office of the Extension Service, indicate the scope of the WLA program. The estimates are of individual women placed on farm jobs through the Extension Service farm-labor program and were derived from placement figures in county and State reports. The figures have not been adjusted for interstate duplication. Trends within individual States are indicated, but comparisons between States on the basis of these estimates must be made with caution as methods of compiling the figures varied.

Supervision

Adequate supervision both in the fields and in the camps and farm homes was necessary for the successful employment of nonfarm women in agriculture. If only a few women were employed, the farmer could give the necessary field supervision, but when large crews were used, group leaders or supervisors were needed. The suitability of living quarters in all types of camp projects had to be determined and the camps had to be well organized and well managed. Both the older workers and the parents of girls who were recruited were concerned. Some supervision and selection of individual farms on which women were to be placed was necessary, just as farm families insisted upon some supervision and selection of workers. State and county Extension personnel responsible for the WLA were responsible for supervision of camp and live-in workers and their living quarters, and women's organizations often assisted in this.

Table 2.-- Estimated number of women placed on farm jobs through the Extension Farm Labor Program, 1943-47

State	1943			1944		
	Seasonal	Year-round	Total	Seasonal	Year-round	Total
	1/	2/		1/	2/	
	Number	Number	Number	Number	Number	Number
Alabama	5,924	122	6,046	8,452	728	9,180
Arizona	1,018	4	1,022	434	50	484
Arkansas	74,447	345	74,792	38,851	224	39,075
California	27,307	690	27,997	45,880	704	46,584
Colorado	4,024	51	4,075	3,512	379	3,891
Connecticut	1,516	14	1,530	1,184	21	1,205
Delaware	84	--	84	60	--	60
Florida	4,678	130	4,808	3,326	1,328	4,654
Georgia	38,701	205	38,906	13,777	667	14,444
Idaho	3,344	65	3,409	1,570	70	1,640
Illinois	5,373	13	5,386	4,254	37	4,291
Indiana	1,403	2	1,405	927	95	1,022
Iowa	2,698	47	2,745	2,160	43	2,203
Kansas	640	23	663	1,391	17	1,408
Kentucky	2,733	5	2,738	1,544	20	1,564
Louisiana	16,156	65	16,221	12,188	111	12,299
Maine	962	8	970	1,101	35	1,136
Maryland	2,585	6	2,591	1,940	41	1,981
Massachusetts	1,276	11	1,287	1,431	67	1,498
Michigan	12,679	--	12,679	13,751	446	14,197
Minnesota	5,454	162	5,616	5,009	98	5,107
Mississippi	42,531	617	43,148	40,765	996	41,761
Missouri	4,003	95	4,098	2,699	18	2,717
Montana	1,391	81	1,472	561	41	602
Nebraska	1,564	28	1,592	1,006	35	1,043
Nevada	105	53	158	81	67	148
New Hampshire	206	16	222	165	11	176
New Jersey	533	58	591	1,093	73	1,166
New Mexico	1,192	57	1,249	2,069	165	2,234
New York	6,168	91	6,259	11,545	155	11,700
North Carolina	17,503	365	17,868	15,067	383	15,470
North Dakota	4,207	672	4,879	5,600	--	5,600
Ohio	3,605	9	3,614	3,105	30	3,135
Oklahoma	8,185	46	8,231	15,886	75	15,961
Oregon	15,284	91	15,375	15,246	204	15,450
Pennsylvania	3,184	15	3,199	4,408	29	4,437
Rhode Island	95	3	98	51	2	53
South Carolina	14,630	303	14,933	21,878	814	22,692
South Dakota	747	8	755	1,155	23	1,178
Tennessee	10,979	141	11,120	13,458	843	14,301
Texas	74,949	758	75,707	49,912	1,288	51,200
Utah	4,009	522	4,531	1,632	31	1,663
Vermont	761	5	766	475	9	484
Virginia	1,631	26	1,657	4,026	99	4,125
Washington	15,338	252	15,590	23,898	389	24,287
West Virginia	31	--	31	146	65	211
Wisconsin	2,626	22	2,648	3,022	76	3,098
Wyoming	241	47	288	186	82	268
TOTAL	448,700	6,349	455,049	401,899	11,184	413,083

Table 2.-- Estimated number of women placed on farm jobs through the Extension Farm Labor Program, 1943-47 (Continued)

State	1945			1946		
	Seasonal	Year-round	Total	Seasonal	Year-round	Total
	1/	2/		1/	2/	
	Number	Number	Number	Number	Number	Number
Alabama	6,775	442	7,217	3,779	560	4,339
Arizona	135	3	138	975	5	980
Arkansas	28,667	593	29,260	33,457	619	34,076
California	41,904	713	42,617	47,301	836	48,137
Colorado	2,378	106	2,484	3,651	307	3,958
Connecticut	593	19	612	432	25	457
Delaware	160	--	160	292	--	292
Florida	5,336	241	5,577	7,157	66	7,223
Georgia	15,448	359	15,807	9,718	512	10,230
Idaho	2,498	32	2,530	2,055	21	2,076
Illinois	3,756	19	3,775	2,550	29	2,579
Indiana	910	86	996	829	84	913
Iowa	1,465	7	1,472	696	16	712
Kansas	381	11	392	225	5	230
Kentucky	2,686	198	2,884	2,896	143	3,039
Louisiana	13,121	100	13,221	16,495	353	16,848
Maine	1,156	26	1,182	503	8	511
Maryland	687	78	765	1,930	16	1,946
Massachusetts	410	22	432	138	35	173
Michigan	8,556	51	8,607	11,919	5	11,924
Minnesota	3,549	151	3,700	1,965	50	2,015
Mississippi	32,468	4,863	37,331	33,499	2,895	36,394
Missouri	545	4	549	4,304	2	4,306
Montana	651	62	713	583	88	671
Nebraska	443	18	461	839	47	886
Nevada	164	98	262	80	212	292
New Hampshire	303	27	330	289	32	321
New Jersey	1,436	69	1,505	1,474	84	1,558
New Mexico	923	124	1,047	3,756	25	3,781
New York	11,102	84	11,186	23,376	315	23,691
North Carolina	12,780	453	13,233	14,266	668	14,934
North Dakota	6,620	148	6,768	6,680	273	6,953
Ohio	1,869	95	1,964	1,076	43	1,119
Oklahoma	18,102	397	18,499	9,371	277	9,648
Oregon	14,713	193	14,906	18,886	303	19,189
Pennsylvania	1,895	66	1,961	2,596	21	2,617
Rhode Island	14	4	18	2	--	2
South Carolina	16,463	104	16,567	11,722	320	12,042
South Dakota	759	19	778	380	17	397
Tennessee	16,828	1,386	18,214	14,467	526	14,993
Texas	51,088	2,780	53,868	59,696	1,024	60,720
Utah	911	5	916	975	5	980
Vermont	50	6	56	112	7	119
Virginia	2,585	7	2,592	611	10	621
Washington	10,191	411	10,602	22,064	308	22,372
West Virginia	146	6	152	41	2	43
Wisconsin	1,999	40	2,039	3,885	9	3,894
Wyoming	116	55	171	157	114	271
TOTAL	345,755	14,781	360,536	384,150	11,322	395,472

- Continued -

Table 2.— Estimated number of women placed on farm jobs through the Extension Farm Labor Program, 1943-47 (Continued)

State	1947			Total— 1943-1947		
	Seasonal	Year-round	Total	Seasonal	Year-round	Total
	1/	2/		1/	2/	
	Number	Number	Number	Number	Number	Number
Alabama	4,473	211	4,684	29,403	2,063	31,466
Arizona	869	12	881	3,070	74	3,144
Arkansas	55,427	489	55,916	230,849	2,270	233,119
California	38,809	1,153	39,962	201,201	4,096	205,297
Colorado	3,313	99	3,412	16,878	942	17,820
Connecticut	392	10	402	4,117	89	4,206
Delaware	346	--	346	942	--	942
Florida	3,973	38	4,011	24,470	1,803	26,273
Georgia	9,944	356	10,300	87,588	2,099	89,687
Idaho	2,084	38	2,122	11,551	226	11,777
Illinois	2,398	25	2,423	18,331	123	18,454
Indiana	1,559	2	1,561	5,628	269	5,897
Iowa	528	22	550	7,547	135	7,682
Kansas	531	20	551	3,168	76	3,244
Kentucky	4,855	70	4,925	14,714	436	15,150
Louisiana	20,701	248	20,949	78,661	877	79,538
Maine	924	7	931	4,646	84	4,730
Maryland	1,444	10	1,454	8,586	151	8,737
Massachusetts	69	8	77	3,324	143	3,467
Michigan	16,001	4	16,005	62,906	506	63,412
Minnesota	1,011	11	1,022	16,988	472	17,460
Mississippi	21,732	1,421	23,153	171,015	10,792	181,807
Missouri	1,404	20	1,424	12,955	139	13,094
Montana	861	86	947	4,047	358	4,405
Nebraska	1,051	162	1,213	4,905	290	5,195
Nevada	77	164	241	507	594	1,101
New Hampshire	259	8	267	1,222	94	1,316
New Jersey	1,485	54	1,539	6,021	338	6,359
New Mexico	5,669	59	5,728	13,609	430	14,039
New York	12,984	58	13,042	65,175	703	65,878
North Carolina	12,863	569	13,432	72,499	2,438	74,937
North Dakota	3,790	175	3,965	26,897	1,268	28,165
Ohio	2,378	23	2,401	12,033	200	12,233
Oklahoma	3,507	184	3,691	55,051	979	56,030
Oregon	15,035	492	15,527	79,154	1,283	80,447
Pennsylvania	2,152	10	2,162	14,235	141	14,376
Rhode Island	--	--	--	162	9	171
South Carolina	16,801	980	17,781	81,494	2,521	84,015
South Dakota	91	30	121	3,132	97	3,229
Tennessee	11,736	636	12,372	67,468	3,532	71,000
Texas	77,602	680	78,282	313,247	6,530	319,777
Utah	1,079	--	1,079	8,606	563	9,169
Vermont	91	24	115	1,489	51	1,540
Virginia	2,761	5	2,766	11,614	147	11,761
Washington	20,804	542	21,346	92,295	1,902	94,197
West Virginia	1	--	1	365	73	438
Wisconsin	4,198	21	4,219	15,730	168	15,898
Wyoming	177	120	297	877	418	1,295
TOTAL	390,239	9,356	399,595	1,970,382	52,992	2,023,374

1/ Five months or less.

2/ More than 5 months.

Recruitment of Work Leaders.-- Work leaders were recruited in several States; the experience in Michigan may be cited as a successful example. The first year's experience with the Women's Land Army in Michigan showed that inexperienced workers could be used for farm work if they were told how to do the job. At the same time, it was found that supervision and training of inexperienced workers could not be left to the farmer because he did not always have the patience needed to acquaint the worker with the job; he was not a teacher so that often he took too many points for granted in explaining how to do the job; and frequently he had to be elsewhere doing other farm operations.

Early in 1944, a plan was drawn up for recruiting work leaders in counties in which large day-haul programs were needed and for giving these leaders a short training course with an instructor to be furnished by the State Board of Control for Vocational Education and Farm Labor. But it was difficult to recruit prospective work leaders and, the plan of assembling all the leaders who could be recruited in a camp, training them, and sending them back to the counties was adopted. Leaders trained at this week-long Work Leaders' Training Camp subsequently trained others and took active parts in supervising work crews. 20/

Safety.-- The safety of workers may best be promoted by responsible supervision and leadership and care on the part of the individual worker. The National Safety Council and the Extension Service cooperated in the preparation and distribution of a leaflet entitled Women Workers on the Farm -- Practical Safety Hints. 21/ Some of the States also published safety leaflets and instructions for distribution to the workers.

Insurance.-- Special personal accident insurance policies were available to WLA members at the rate of \$1.50 a month or \$4.00 for 3 months. However, very few of the workers bought this insurance (2).

Training

Training was a way of promoting farm safety as well as job efficiency. Most training was given by farmers or work leaders on the job, and was usually satisfactory for seasonal day-haul jobs. In a few States, special short training courses were given workers who were to be placed on individual farms or who were to act as leaders of day-haul or camp groups. 22/

20/ Michigan State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished.]

21/ U. S. Extension Service, Women's Land Army 1943-1944-1945, p. 11.

22/ U. S. Extension Service, Women's Land Army 1943-1944-1945, p. 9.

Training schools for tractor drivers were conducted in several States. These schools were usually held for the benefit of farm women who wished to be of more assistance on the farm. Nebraska held five such schools in 1944, all under the direction of the Extension Service's agricultural engineer. 23/

In 1943, a 4-week training course was established at the State Institute of Agriculture, Farmingdale, Long Island, N. Y. This course, open to residents of New York and most of the neighboring States, gave a grounding in dairy and poultry work, use and care of horses and farm machinery, and general farm practices (108,p.22). During 1944 and 1945, 2-week orientation courses were given girls and women who were to live and work on individual farms. 24/

Farm Women and the WLA

In this chapter on the Women's Land Army, most attention has been given to nonfarm women who worked on farms. Certainly these workers, motivated as they were by patriotism, made an important contribution to increased production of food. However, the greatest contribution made by women to farm work during the war was made by farm women. Almost every farm woman did additional work. 25/ Although the types of additional work varied, jobs reported done by farm women included virtually every task found on a farm.

Beginning in 1944, farm women were considered a part of the Women's Land Army movement and, whenever interest was shown, were awarded certificates and emblems. The farm woman had a stake in the farm and she assumed the extra work more or less as a matter of course when efficient, trained farm labor was not available.

Summary

The Women's Land Army, a movement rather than an organization, began with local groups in 1942 and was established on a national basis as part of the emergency farm-labor program in 1943. The program ended in 1945. Generally, any woman who worked on a farm to save food crops for war uses was considered a part of the Women's Land Army.

23/ Nebraska State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished.]

24/ New York State Extension Service, Emergency Farm Labor Program, Annual Report, 1944, 1945. [Unpublished.]

25/ U. S. Extension Service, Women's Land Army 1943-1944-1945, p. 2.

The program was decentralized. A Federal office, the Women's Land Army Division of the Extension Service, acted as an advisory and informational agency. The State Extension Service officials responsible for the WLA program determined State policy and carried out some of the functions of the program, and county extension officials carried out the remaining functions. Primary functions were recruitment, placement, and supervision. Women's organizations helped in carrying out each of these functions.

Most nonfarm women worked as day-hauls, that is, they lived at home and were transported to and from the farms each day. In some States-- 12 in 1945--camps for women workers were established by or under the sponsorship of the State extension services. Fewer women were placed as year-round or live-in labor, partly because farmers and farm families were reluctant to hire women workers who would live on the farm, and partly because few urban women were in position to accept year-round farm employment. More than 2,000,000 placements of women in farm jobs were made during 1943, 1944, and 1945. These placements accounted for about one-eighth of all placements made by the Extension farm-labor program during this period--more than 12 percent of the total placements were in seasonal jobs and about 7 percent of the placements in year-round jobs.

The primary aim of the WLA was to increase production of food by making women available for farm work. This aim was accomplished. Too much credit cannot be given the patriotic urban women who devoted their vacations and leisure time to increasing production of food. At the same time, much farm work done by women was done by farm women.

One byproduct of the WLA program was the development of a better rural-urban understanding. Should a critical need again arise, there is little doubt that greater numbers of town women could be recruited for farm work. As a result of the WLA program and the experiences of farmers with the capable work performed by town women, farmers would accept them more readily.

Chapter 7

HELPING FARMERS HELP THEMSELVES: THE LABOR-UTILIZATION PROGRAM

As considered here, labor utilization is making better use of available resources through training of labor, simplification of work, labor-saving devices, and community cooperation. During the war years, less farm labor was available than during prewar years and comparatively little new farm machinery was manufactured. Thus, better utilization of available resources was necessary if farmers were to produce the food and fiber necessary to the war effort. Actually, many factors, including increased work by farmers and farm families, volunteer farm work by urban youth and women, importation of workers from other countries, use of prisoners of war, technological advances, and favorable weather conditions, in addition to better labor utilization were responsible for the greatly increased wartime production of food and fiber. The labor-utilization program encouraged the labor training and saving, work simplification, and community cooperation activities in which many farmers already were engaged, and assisted and supplemented other programs leading to increased production.

Beginnings of the Program

Some of the work that became part of the labor utilization program had been carried on by the Department of Agriculture, the State colleges, and the experiment stations for many years. Labor-saving devices had been developed by the research agencies and publicized by the Cooperative Extension Service. Research in farm management had touched on the general field of labor utilization, and many agricultural programs had depended upon community cooperation. The aspect of the program least known and used before World War II was work simplification. This is a scientific analysis of ways of doing work in order to eliminate all unnecessary work, to determine the best way of performing work and the most convenient and economical equipment needed, and to develop and apply improved standards and work methods. 1/

1/ For a discussion of work simplification for farmers, research workers, and teachers, see: Vaughan, Lawrence M. and Lowell S. Hardin, Farm Work Simplification (111).

Work-Simplification Studies in New England

Work simplification had been applied widely in industry and, between World Wars I and II, in European agriculture. Very little work along these lines was done in American agriculture before 1943. The more important studies in simplification of farm work prior to that date were made in the New England States, beginning about 1929.

Study in Eastern Connecticut.-- The Storrs Agricultural Experiment Station began a 5-year study dealing with farm organization and land utilization in the eastern highland of Connecticut in 1927. Records were collected mainly by the survey method and from farmers' account books. These records were used for several different reports, including one on labor efficiency in planting and harvesting hay, oats, and corn. This report, by Donald O. Hammerberg, indicated that Connecticut dairy farmers were not as sensitive to inefficiency and waste in the use of labor as they were to waste of feed and fertilizer and to unproductiveness of their livestock (22).

Study of Dairy-Fruit Farms in Massachusetts.-- During 1929 and 1930, R. L. Mighell, then at the Massachusetts Agricultural Experiment Station, made detailed analyses of the operations of three Massachusetts farms of varying size, all of which produced milk and apples. After the individual analyses were made, each farmer worked with Mr. Mighell, critically examining each farm procedure and estimating the effects of possible changes in the procedure. Mr. Mighell came to the conclusion that the wide differences in farm organization and in farmers' capacity and efficiency always found even in the same locality, required that farm readjustments be planned only after a careful study of the particular situation (19).

During 1931, R. L. Mighell, R. H. Barrett, and J. E. Thigpen made studies of different operations on vegetable farms, aided by the stopwatch, and both the moving picture and still camera. Motion picture films illustrating time and motion-saving techniques were prepared for use at growers' meetings. Also, Mr. Barrett taught a course in the University on the application of motion economy on the farm.

Efficiency Studies in New Hampshire Dairy Farming.-- The New Hampshire Experiment Station, in cooperation with the United States Bureau of Agricultural Economics, studied the management and farm practices in 38 wholesale milk farms from April 1, 1931, to March 31, 1932. In addition, financial records were available for the two previous years. The investigators, among other farm practices, studied the chore work done in caring for cows and found that such work varied from 78 to 241 hours per cow per year. The men with low

chore hours per cow had more convenient barns, used better methods, and organized the work more skillfully, although even the more efficient in one practice were often inefficient in some other respect. Thus, in nearly every case, there was room for greater efficiency in chore work and consequent benefits that might accrue in the form of more leisure, larger output, or less hired labor (112).

Decline in Work-Simplification Studies in 1930's.-- From 1932 to 1942, very little research was done in simplification of farm work, probably because the need for saving labor or increasing production was apparently slight. The chief studies were those made by home economists in devising labor-and time-saving kitchen arrangements and work plans.

Analysis of Dairy Barn Chores in Vermont.-- By 1942, certain areas were experiencing comparative shortages of labor, and interest in work simplification revived. Most of the developments during 1942 are discussed subsequently; however, it may be noted that this renewed interest resulted in an outstanding study of work simplification in New England in 1942.

The study, made by R. M. Carter of the Vermont Agricultural Experiment Station, was of methods for improving efficiency in the use of labor in doing dairy farm chores, or simply, of ways of getting chores done in less time and with less effort. A detailed record was made of the time taken, the distance walked, and the routes traveled by a capable Vermont farmer in doing the farm chores for his 22-cow dairy. After study of the problem, a series of changes of the following types were made: (1) rearrangement of the stable; (2) improvement of work routines; (3) provision of adequate and suitable equipment; (4) convenient location of tools and supplies. As a result, the time spent on chores was reduced from 5 hours 44 minutes to 3 hours 39 minutes daily, a saving of 2 hours 5 minutes, and the travel was reduced from $3\frac{1}{4}$ to $1\frac{1}{4}$ miles daily, a saving of 2 miles. A detailed account of the study, with suggestions for application of the methods used, was made available to Vermont farmers by a bulletin of the Vermont Agricultural Experiment Station (6).

Interest of Department of Agriculture in Work Simplification, 1942

Much of the early wartime work of the Department of Agriculture in the farm-labor field, as indicated in other chapters of this study, was concerned with the better utilization of labor, including recruiting and training persons not ordinarily engaging in farm work, and encouraging

community cooperation in solving farm-labor problems. As early as August 7, 1941, a subcommittee of the Department's Agricultural Labor Committee listed several programs that might be established to improve and conserve the skills and abilities of farm laborers: training; education in nutrition and accident prevention; medical and dental care; better housing; encouragement of adjustments in farm management to make better use of labor; encouragement of exchange of labor and machinery between farms; and recruitment of nonfarm labor during emergency periods. 2/

Plans for Work-Simplification Research in Office of Personnel.--

During the fall of 1942, the need for research on farm-work simplification was pointed out and tentative plans for such a research program were drawn up by Dan M. Braum, assisted by Rachael C. Nason, both of the Division of Training, Office of Personnel. Mr. Braum stated that farm-work simplification offered these advantages: met farm-labor shortage, compensated for limitation of farm machinery, trained inexperienced hands, enabled payment of higher wages, set standards for labor output, increased production of critical items, reduced accidents, had a permanent as well as an emergency value, and attracted better workers. Such a program required, first, coordinated effort by time and motion engineers to synthesize the best possible methods of doing specific jobs, and, second widespread distribution of this information to the farmer in ways helpful to him (4).

A test of the possibilities of work simplification in agriculture was made by the Division of Training and the Labor Division of the Farm Security Administration. A member of the Labor Division was sent to New Mexico to explore methods of increasing the productivity of long-staple cotton pickers. After experimenting with different ways of picking cotton and studying the methods used by the best pickers, the conclusion was reached that by including all the possible benefits that could be obtained throughout the cycle of production, through the better organization of the work of the whole crews, and by improvements in the hand operation of the individual worker, productivity could be increased at least 50 percent (57,pp.728-729,750-757).

Very little research work could be done, however, as the Department of Agriculture had no funds available for such studies. Pending a request to Congress for an appropriation, T. Roy Reid and C. C. Henderson of the Office of Personnel proposed to the General Education Board of New York that the Board appropriate \$87,400 to the land-grant colleges for carrying out preliminary studies. The Board made the grant on December 3, 1942, and Dr. E. C. Young, of Purdue University, was made director of the fund (57,pp.746-747).

2/ Memorandum, Subcommittee on Plans for 1942 to Roy F. Hendrickson, Chairman, Agricultural Labor Committee, Aug. 7, 1941.

In December 1942 and in February 1943, Mr. Braum testified before Congressional committees on behalf of an appropriation for research in work simplification to continue and supplement the work begun under the General Education Board grant. No specific appropriation was made by Congress for this purpose, and subsequent work was financed by the general emergency farm-labor appropriation made to the War Food Administration and the Extension Service, and by regular Extension Service funds. 3/

Interest Outside the Department in Farm Labor Utilization

Meanwhile, a Training Within Industry program, divided into job-instruction training, that is, how to teach a person to do a job; job methods training, or how to improve the way to do a job; and job relations training, or how to work with people on the job, had been developed by the War Production Board and the War Manpower Commission. These courses had attracted the interest of several persons concerned with the better utilization of farm labor, and, in the fall of 1942, the Training Within Industry office in Newark, N. J., gave a 10-hour course in training in job methods to New Jersey extension specialists and a few representatives from the Department of Agriculture. 4/

The American Society of Agricultural Engineers was also interested in adapting the Training Within Industry program to agriculture. The Society adapted certain of the material used in job-instruction training and made the material available to the State extension services. This work was brought more directly to the attention of the Department of Agriculture early in January 1943, when L. J. Fletcher, Director of Training for the Caterpillar Tractor Company and member of the War Activities Committee of the American Society of Agricultural Engineers, demonstrated the course in job-instruction training to staff members of the Federal Extension Service. 5/

3/ After the farm labor appropriation was made, the Office of Personnel had comparatively little to do with the work simplification program. Mr. Braum's interest in work simplification continued, however, and, while on leave from the Department, he served as technical director for the moving-picture film "Time's a Wast'n," prepared by Venard Productions, Inc.; took an active part in societies concerned with management; and delivered a paper, "Progress in Scientific Farm Management," before the International Management Congress in Stockholm in 1947.

4/ U. S. Extension Service, Extension Farm Labor Program, Labor Utilization Section, Annual Report for 1943 and 1944. [Unpublished.]⁷

5/ Ibid.

Development of Farm Labor Utilization Work in Extension Service

After the demonstration by Mr. Fletcher, Director of Extension Work M. L. Wilson asked L. M. Vaughan of the Federal Extension Service staff to develop a plan for Extension Service activity in job-instruction training that could be presented at pending conferences with State extension service personnel. Mr. Vaughan recommended that the Extension Service take the lead in developing a well-rounded program for farm operators on saving labor and using it more efficiently. The program, a part of the total farm-labor program but with its own identity, would include adjustments in farm organization and improvements in working conditions on the farm; intelligent labor management and proper instruction of new workers; and simplification of farm work through the introduction of new methods and a widespread adoption of the more productive ways of doing things. 6/

Conference on Farm Labor, January 28-30, 1943.-- In a letter to the State Extension Directors regarding a farm-labor conference, which was to meet in Chicago, January 28-30, 1943, the Director of Extension Work suggested that there seemed to be a real need for a definitely planned educational program looking toward the best possible use of the labor supply then on farms. 7/

At the Conference, in addition to discussions of other phases of the farm-labor situation, L. J. Fletcher and A. W. Turner demonstrated job-instruction training, and Dan M. Braum and E. C. Young demonstrated job-methods training and farm-work simplification. 8/

Meetings in Baltimore and St. Louis.-- Regional conferences on farm labor, attended by State extension directors, were held in Baltimore on February 12-13 and in St. Louis on February 14-17. At each of these conferences, L. J. Fletcher demonstrated job-instruction training (9).

Assignment of Responsibility to Extension Service.-- On February 17, 1943, the Secretary of Agriculture asked the Cooperative Extension Service of the Department and the State Extension Services to assume certain responsibilities for farm labor, including "Conducting a continuous educational drive to assist farmers in making the most efficient possible use of both the skilled labor now on farms and the inexperienced labor which will be engaging in farm work for the first time." 9/

6/ Memorandum, L. M. Vaughan, Economics Section, U. S. Extension Service to M. L. Wilson, Director of Extension Work, Jan. 18, 1943.

7/ Memorandum, M. L. Wilson to Directors of Extension, Central States, Jan. 21, 1943.

8/ U. S. Extension Service, Extension Farm Labor Program, Labor Utilization Section, Annual Report for 1943 and 1944.

9/ Memorandum, Claude R. Wickard, Secretary of Agriculture to M. L. Wilson, Feb. 17, 1943.

Cooperation of Training Within Industry Service.-- The Training Within Industry Service cooperated with the Federal and State Extension Services in planning job-instructor training for agriculture. On January 30, 1943, the headquarters office of Training Within Industry asked each of their 22 district offices to help as much as possible in promoting job-instructor training for agriculture, and stated that institutes in job-instructor training could be conducted in cooperation with the Rural War Production Training program. The possibility of such cooperation was pointed out to the State Extension Directors by Director of Extension Work M. L. Wilson, who suggested that persons certified by the institute conductors would then be available to conduct 10-hour sessions in the regular way for groups of agricultural employers or advisors. 10/ Several persons on the Federal staff attended institutes in preparation for helping the States get their programs under way. 11/

Organization for Labor-Utilization Activities

On May 29, 1943, the Federal Extension Service established the Labor Utilization Section in the Division of Subject Matter as part of the Extension Farm Labor Program. Other Divisions carried on certain types of labor-utilization work, in fact, nearly the entire emergency program might be classed as a labor-utilization program. The organization of these other divisions has been described elsewhere in this monograph. This section on organization is confined to the Labor Utilization Section, later, the Labor Utilization Division.

Organization and Staff.-- When the Labor Utilization Section was established on May 29, 1943, L. M. Vaughan was placed in charge. On August 29, 1943, C. Herman Welch, Jr., was employed to assist in the development of the program.

In April 1945, a Labor Utilization Division was established directly under the Extension Farm Labor Program, with L. M. Vaughan as chief of the Division. The work of the Division was divided into three sections: labor management, labor analysis, and work simplification. The Labor Analysis Section was headed by C. Herman Welch, Jr., and the Labor Management Section by K. F. Warner. Funds were made available to the Division of Subject Matter of the Extension Service to add two persons on work simplification. T. G. Hornung was employed by the Economics Section and I. D. Mayer by the Agricultural and Home Economics Section, to develop respectively the economic and engineering phases of work simplification.

10/ Memorandum, M. L. Wilson to State Extension Directors, Feb. 20, 1943.

11/ U. S. Extension Service, Extension Farm Labor Program, Labor Utilization Section, Annual Report for 1943 and 1944.

In 1946, Warner and Mayer returned to their previous jobs. George Amundson, of Michigan State College, was employed half-time from July through October 1946 to travel in the States in connection with labor-saving shows. Dorothy Simmons was employed by the Home Economics Section from July through December 1946 to develop the home-economics phases of work simplification. On January 1, 1946, C. Herman Welch, Jr., was transferred from the Labor Analysis Section to the Labor Management Section and T. G. Hornung from the Economics Section of the Division of Subject Matter to the Labor Analysis Section. No changes were made during 1947. 12/

Functions of the Labor Utilization Division.-- The basic function of Labor Utilization Division was to work with the State Extension Services in assisting farmers to utilize labor and machinery more effectively. This assistance included emphasis on labor-saving methods and devices, helping farmers to train inexperienced workers, and organization of community pools for the exchange of labor and equipment. The Division was also assigned responsibility for preparing certain statistical reports, for working with other Divisions and a Departmental committee in promoting farm-work safety and welfare, for preparing a report on areas requiring outside labor, for assembling and distributing State materials on housing farm labor, and for cooperating with agricultural engineers in encouraging additional and better housing for farm labor. In all functions, an attempt was made to develop the program as a part of the regular Extension work and in cooperation with other members of the Extension staff.

The Division carried out these responsibilities by advising with State and county personnel, issuing a news letter on labor-utilization activities, conducting training courses for State personnel, advising on State projects, arranging meetings on labor utilization at the regional farm-labor conferences, and preparing publications on various phases of the subject.

Cooperation with State Personnel.-- A few of the States employed additional personnel to assist in developing the labor-utilization work. In most States, however, leadership was assumed by the farm-labor supervisor or by one or more of the regular extension specialists, and much of the work was financed by funds other than those available under the farm-labor supply act. 13/ The Division worked directly with the State personnel concerned in promoting better labor utilization. In addition to travel in the States, sessions on labor utilization were held at the yearly regional conferences on farm labor attended by Federal and State personnel.

12/ U. S. Extension Service, Labor Utilization Division 1943-1947, pp. 2-3.

13/ Ibid.

Cooperation with Federal Agencies.-- The assistance provided by the Training Within Industry Service was previously mentioned. Two other agencies, the Office of Personnel of the Department of Agriculture and the Civil Service Commission, conducted training institutes to prepare persons for giving the 10-hour job training courses. Persons from both the Federal and the State Extension staffs received training in these institutes and qualified as instructors.

In the first half of 1947, arrangements were made with the Bureau of Plant Industry, Soils, and Agricultural Engineering for setting up in the States cooperative studies concerning work simplification and labor housing. A motion and time study on the production and harvesting of tobacco was organized in Maryland. Assistance was given on a similar study in dairy-barn chores in Illinois, and the work was expanded into Wisconsin and Indiana. A study of seasonal labor housing was conducted in Morgan County, Colo. 14/

The Program in Operation

The operations of the labor-utilization program may be considered under four main headings: training farm workers, work simplification, labor-saving equipment, and community cooperation. The Labor Utilization Division was concerned with each of these aspects; actual operations, however, were usually carried out by the State and county extension services, and, to a limited extent, by other interested agencies.

Training Farm Workers

Those who actually did most of the training of farm workers and had the greatest direct interest in seeing that workers were able to do their jobs well were the farmers. Thus, the program was directed toward helping farmers in the following ways: (1) Breaking in the new workers as much as possible before they came on the farm; (2) developing work leaders who could take over supervision of the working crew; (3) providing training aids that the farmer could use himself; and (4) holding round-table discussions on labor management. 15/

14/ U. S. Extension Service, Extension Farm Labor Program, Labor Utilization Division, Annual Report for 1946 and 1947.

15/ U. S. Extension Service, Labor Utilization Division 1943-1947, p. 5

Preparatory Training.-- Preliminary training was given mainly to city youth and women who had volunteered to do farm work. Much of such training was sponsored, therefore, by the Women's Land Army and Victory Farm Volunteers Division of the labor program. 16/ The training varied from a Saturday afternoon or two to courses lasting from 2 to 4 weeks, depending partly upon the type of job the trainees were to fill and partly upon the facilities available for training. Experience indicated that the training was of most value when it was specific and included actual practice with machinery, crops, and livestock, and when the trainees were assured of jobs when the training was completed. 17/

Most workers, especially those on a day-haul basis, were not given any preliminary training but were actually trained on the job. For many types of work, and particularly for such jobs as harvesting fruits and vegetables this was satisfactory, but it did mean that other types of training assistance had to be developed and used.

Work Leaders.-- One valuable alternative or supplement to preliminary training for persons working in crews was the development of trained work leaders. Work leaders, particularly those who received some such training as the course in job instruction training and training in specific jobs from subject-matter specialists, were able to train unskilled workers and establish efficient routines for crews. This meant that workers were better satisfied because their production and, consequently, their earnings were increased, and employers were better satisfied because of increased production and a higher quality of work. When crews were small, leaders worked along with them but often received supplementary pay; when crews were larger, leaders turned their full attention to supervision and training. Work leaders were used with crews of urban women, youth, foreign workers, and prisoners of war. 18/

The experience of the Women's Land Army in Michigan may be cited as an example of the successful recruitment, training, and utilization of work leaders. Early in 1944, leaders were recruited in areas in which day-haul workers were to be used, and were given a week's training. Leaders trained at this Work Leader's Training Camp subsequently trained others and took active parts in supervising work crews. 19/

16/ See the chapters of this study on the Women's Land Army and the Victory Farm Volunteers for a more detailed discussion of these training programs.

17/ U. S. Extension Service, Labor Utilization Division 1943-1947, p. 5.

18/ Ibid., p. 6.

19/ Michigan State Extension Service, Emergency Farm Labor Program, Annual Report, 1944. [Unpublished.]

The job instruction training course was helpful in training work leaders. In getting the job-instructor training program under way, Federal employees gave 25 appreciation sessions and 64 10-hour courses for Extension personnel, farm-labor assistants, and, in a few cases, for farm operators. These persons, with the help of special pamphlets issued by the Labor Utilization Division and the State Extension Services were then able to train work leaders. The State pamphlets dealt mainly with explanations and breakdowns of specific jobs. 20/

Assistance to Farmers in Training Workers.-- Training workers before they went to the farms and providing efficient work leaders helped a great many farmers with their training problems. Nevertheless, most farmers had to hire workers who had had no training, and most of them did not employ enough workers to hire work leaders. This meant that the farmers themselves had to do the training, and, as the job-instructor training and other courses on how to train workers, although helpful, reached only a comparatively few farmers, other methods of assisting farmers had to be found.

Actually, the only practicable course open was to attempt to make training aids available through publicity. News items, radio talks, pamphlets, and movies stressed the need for careful and thorough training of inexperienced farm workers and the need for friendly cooperation between farmers and urban youth and women who had volunteered for farm work. Leaflets breaking down jobs were distributed by county agents and farm labor assistants. As the States prepared these leaflets, the Labor Utilization Division informed other States about them, thus bringing about a wider distribution of valuable materials. In 1945, the Division published a general summary of training situations, methods, and materials that could be used by State and county workers to reach the farmers who were doing the training (86).

Labor-Management Discussions.-- This publicity regarding training and cooperation had the indirect result of awakening farmers' interest to the extent that there was a demand for discussions on labor management in several of the States. These discussions, held usually during slack seasons, gave farmers a chance to exchange ideas and discuss their experiences in the use of seasonal workers. Demonstrations of job-instruction training and job-relations training were often given at the meetings. 21/

20/ U. S. Extension Service, Labor Utilization Division 1943-1947, p. 9.

21/ U. S. Extension Service, Labor Utilization Division 1943-1947, p. 8.

Work Simplification

Training farm workers naturally led to an interest in better methods of doing farm tasks; the pamphlets breaking down jobs were written not only to train workers to do a job, but to train workers to do a job efficiently. Work simplification developed concurrently with the training work, and as results were obtained from work-simplification research, they were incorporated into the training programs.

Simplification of farm work has been defined as a scientific, systematic analysis of ways of doing work in order to: (1) Eliminate all unnecessary work; (2) determine the easiest, most effective method and sequence for performing the necessary work; (3) determine the most convenient and economical kind and combination of equipment and facilities needed for effective job performance; (4) standardize, insofar as possible, improved work methods and establish standards of performance as a guide to other workers; (5) apply improved work methods, techniques, and standards of accomplishment by (a) preparing instructions as to how to do certain jobs most effectively, demonstrating the influence of improved methods on production and fatigue, and (b) developing and teaching the general principles or guides that may point the way to improving the work methods used on any job.

The National Farm Work Simplification Project.-- The National Farm Work Simplification Project, mentioned previously as having been initiated in December 1942 with a grant of \$87,400 from the General Education Board, served as a focus for research in work simplification. The grant was to terminate July 1, 1944, but it was extended to July 1, 1945. No additional grant of funds was made except for an allocation of \$7,000 for work simplification schools, research, and publications in the area of home economics. The 12 land-grant colleges with which cooperative projects were established bore at least half of the costs of the projects.

Before the cooperative projects could be established, however, it was necessary to give those who were to take part in the projects training in the techniques of work simplification. The National Farm Work Simplification Laboratory was organized for this purpose and to bring together the resources at Purdue that could contribute to the work. Six work-simplification schools, three of 3 weeks duration and three of 2 weeks, were held by the Laboratory during 1943 for State project leaders, home demonstration agents, and extension workers. Emphasis in the schools was on the methods and techniques of time and motion studies and the application of such studies to agricultural jobs.

When the State leaders had been trained, they developed individual projects in their own States. The national project aided the State projects in any way possible and gave them financial assistance, but exercised no supervision over the activities of an individual State once the project was under way. State institutions undertaking projects and the scope of the research were as follows: Colorado State College -- beet, potato, and other vegetable harvest; University of Florida -- harvesting of winter vegetables; University of Illinois -- beef-cattle feeding, asparagus and sweet corn harvest; Purdue University -- tomato peeling and picking, canning-factory operation, hog production; University of Kentucky -- tobacco production, harvest, and stripping; University of Minnesota -- dairy production; University of Nebraska -- hay-making methods; Rutgers University -- potato harvest, poultry and egg production; Cornell University -- dairy, hay, potatoes, poultry; Oregon State College -- beans, hops, nuts, fruits, potatoes; University of Vermont -- dairy, hay, corn silage; and State College of Washington -- apple picking and packing. Two other States--Massachusetts on celery, lettuce and tomatoes, and New Hampshire on dairy work-- conducted research in farm-work simplification during 1943-44, although not as a part of the national project. Several other States also conducted research during the period 1945-47 (110,p.6).

These investigations indicated as the most fruitful fields for investigation: (1) Work on intensive crops requiring hand labor yields results most quickly and probably nets the greatest accomplishment per unit of time spent in study; (2) Opportunities for labor saving in livestock production are large, but time-study techniques were not thought to be as applicable as in repetitive jobs; (3) Useful standards of labor performance could be developed and used in comparative analysis and as an opening wedge with farmers; and (4) Study should be given to the dollar value of work simplification, especially when expenses are involved in making changes. The studies indicated that at least five classes of improvements can be made in a job: (1) Physical work may be simplified and made easier through the use of easier motions, arrangement for less walking, stooping, carrying, etc.; (2) Equipment may be relocated, redesigned, or new equipment and machinery may be added; (3) The whole process may be changed to alter the work pattern or sequence; (4) Raw materials such as feeds and fertilizers may be changed, and (5) The type, condition, or form of the finished product may be changed (110,pp.26-27).

Carrying Results to Farmers.-- Research in work simplification is useless for all practicable purposes unless the results are made available in such a way that farmers can and do apply the research results. Research workers found that farmers generally were not interested in theoretical methods. They were interested, however, in methods that were shown through demonstration to be practicable and advantageous or that were developed with the assistance of the farmers themselves.

Generally, the ways of carrying work-simplification ideas to farmers fall into three general classifications: (1) Farmers may be presented with specific instructions as to effective ways of doing work. Research workers develop efficient methods of doing a job; extension workers carry the instructions to the individual farmers. This is most useful when working methods are uniform from farm to farm and when the jobs are highly repetitive; (2) In dealing with farms with varying working conditions and jobs that are not highly repetitive, farmers may be taught no specific ways of doing jobs, but are taught a series of principles of motion economy so that they can study their own jobs and make improvements in the light of these principles; (3) Farmers may be taught the techniques of analyzing their own jobs. The job-methods training course, previously mentioned, falls within this class in that it trains farmers to analyze their own jobs and to develop improvements.

During the early period of development of research and education in farm-work simplification emphasis was naturally on research in repetitive jobs and the application of the job techniques developed through the research, as this work gave most immediate, measurable results and was thus most certain to be accepted and used by farmers. As farmers gained in knowledge of farm-work simplification, other methods of assisting them were introduced. Illustrated leaflets, motion picture films, and slides were the chief vehicles for introducing various aspects of work simplification.

Work-Simplification Program in Kentucky.-- The work on tobacco in Kentucky is an outstanding example of how studies in work simplification may be made and their results carried to farmers. The work began as a part of the national project and eventually covered all jobs and operations in tobacco production. As the jobs are largely repetitive, equipment is relatively simple, labor requirements per acre with usual methods are very great, and specific recommendations can have general application, the improved methods developed by the research workers achieved highly significant savings. Thus, in transplanting tobacco the usual methods required 25 hours of labor per acre and the improved method, 11; in cutting and housing, the usual, 71 hours and the improved, 62 hours; and in stripping and marketing, the usual, 129 hours and the improved, 62 hours.

A systematic program for carrying these methods to the farmers was devised. Early in 1945, meetings with a total attendance of about 5,000 farm people were held in 52 counties. These meetings served as an introduction to work simplification, with films illustrating applications of time and motion economy and discussions centered on using work simplification to increase production in spite of labor shortages (21).

The next step in the program was to teach local leaders, that is, the county agents and farm-labor assistants, a procedure for presenting work simplification on a major farm job, the production of burley tobacco. The county agents and farm-labor assistants spent a full day, in small groups, learning the uses of the teaching devices that had been developed. County personnel were then encouraged, with the assistance of State people if necessary, to hold local meetings and, using the films, slides, charts, pamphlets, and discussion material provided, to teach the farmers the techniques of the improved operations in tobacco production. The first training program presented improved methods for transplanting tobacco. The program was undertaken in 94 counties, and 631 community and neighborhood meetings were held with an aggregate attendance of more than 15,000 farm people. The second training program was on harvesting tobacco. At these meetings, held in 89 counties and attended by more than 30,000 people, the steps in analyzing the harvesting jobs were demonstrated, an adaptation of job-methods training. The final training course, with 480 meetings attended by 12,500 people, was on bulking and stripping tobacco (70, pp. 31-38). Later surveys indicated that these new methods had been widely applied.

Labor-saving Equipment

Many of the studies in work simplification demonstrated that time and effort often could be saved by using some comparatively simple tool or by making an improvement in a tool already in use. Too, farm mechanization and the use of improved tools had long been urged by agricultural engineers and farm-management specialists. However, with the advent of war, the efforts of the agricultural engineers and farm-management specialists were of necessity, because of the shortage of commercial farm machinery, turned to the development of home or locally made labor-saving equipment and devices. 22/ In many cases, the specialist found that farmers had developed their own devices to meet special needs, and that informing others how to make such devices was the main job to be done.

In the several States, the Extension Service used a variety of methods to get the information about improved work practices and construction and use of labor-saving equipment to the farmers. Among these were labor-saving equipment shows, special demonstrations of specific equipment, pictorial bulletins, plans and printed instructions for construction of equipment or buildings, group instruction to farmers and mechanics on the construction of special equipment, 4-H Club activities, and radio and newspaper publicity. 23/

22/ For a discussion of wartime farm machinery problems see Farm Machinery and Equipment (13).

23/ U. S. Extension Service, Labor Utilization Division 1943-1947, p. 13.

Labor-saving Equipment Shows.-- The more spectacular of these devices were labor-saving equipment shows or exhibits featuring materials brought by the State Extension Service, and, at the same time, encouraging local farmers to show their farm and home labor-saving equipment. The devices were usually demonstrated in operation and plans were available so that the farmers could have the devices built locally or could build them themselves.

All subject-matter specialists in each State were invited to supply exhibits and display materials that would apply to their projects and they were encouraged to accompany the shows in the field. State farm labor supervisors and agricultural engineering specialists supervised the preparation and display of the materials brought to the counties. County agents and their cooperators were responsible for providing space for the show, publicizing the meeting, and securing exhibits of locally made labor-saving equipment. The idea of such shows spread from the State of Washington, where they were first held in 1944, with the result that during the 4 years from 1944 to 1947, more than a million people attended the shows, which were held in nearly 1,000 counties in about half of the States. 24/

The Federal Extension Service helped in planning shows by making the experiences of the States sponsoring shows available to other States and by making suggestions, based on these experiences, for conducting shows. Early efforts were discussed in news letters and in an information kit on labor-saving shows issued Oct. 18, 1945. This kit was expanded and brought up to date in December 1947. A circular which made suggestions based on State experiences from 1944 to 1947 was issued at the same time (78).

Publications on Labor-saving Equipment.-- State publications on labor-saving equipment for the farm and the farm home ranged from rather general suggestions to detailed plans and from leaflets describing one device to booklets showing several devices. The booklet Farm Labor Saving Devices issued by the Extension Service of the Oklahoma A. and M. College is an excellent example of such publications. The booklet contains a brief description, photograph, and construction plans for 28 devices, including a power buck rake, a kitchen utility wagon, a wagon trailer, a portable cotton stripper, a forge, a power posthole digger, a bulldozer, and a power hoist.

Labor-saving Equipment Program in North Dakota (70,pp.1-7).--

The actual test of the program is neither the number of shows given nor the publications issued; it is the extent to which the new devices and suggestions were adopted and used by the farmers. Experience in North Dakota may be cited in this connection, not that North Dakota may be taken as average, but because the program was particularly emphasized there and illustrates what may be accomplished.

North Dakota farming was of a type particularly adapted to mechanization in that grain and hay raising on the scale found there justify the use of large units of machinery. Harvesting of potatoes and sugar beets which normally require large numbers of hand workers also offered fields in which suitable machinery could reduce the need for harvest labor that was no longer readily available.

Research workers of the North Dakota Agricultural College began to develop mechanical devices to aid in heavy field work in 1941 and, when the emergency farm-labor program was established in 1943, the North Dakota Extension Service had much material available for wide-spread educational work in labor-saving equipment. This educational work was aimed to reach both farmers and local mechanics who would be interested in constructing devices on a custom basis. Demonstrations, courses in construction and use of labor-saving equipment, and bulletins were used to publicize the programs.

County agents and subcommittees of the county farm-labor committees carried out the plans for effectuating the use of labor-saving equipment and the exchange of equipment between farmers. There were 126 subcommittees appointed. Of the 793 demonstration meetings and courses held in 1944, 248 were conducted by county extension agents and 545 by local committee leaders. Vocational agricultural instructors cooperated by carrying on 547 training courses in the winter and spring of 1944.

As a result of these efforts, 7,045 major units of equipment were constructed and used during 1944. Although much of this equipment was makeshift and emergency in nature, it effected an estimated man replacement of 18,000 workers. Most of these units of equipment were used in hay and grain harvest: power sweep rakes, stackers, grain swathers, and grain elevators.

Community Cooperation

One method of "stretching" machinery was exchange between farmers, a feature of the North Dakota labor-saving equipment program. Actually, community cooperation was important in nearly every aspect of the emergency farm-labor program, from providing quarters for migrant laborers to implementing the wage-stabilization program. Certainly the other aspects of the labor-utilization program - training farm workers, using work simplification, and providing labor-saving equipment in the fields and in the farm home - were most effective when communities cooperated in their realization. Much of this cooperation was the natural result of the emergency situation; in some areas, however, definite programs to encourage community cooperation in solving farm-labor problems were undertaken.

Exchange of Farm Machines and Labor. 25/-- In several States, particularly in Ohio and Pennsylvania, county Extension workers helped farmers work out machinery and labor-exchange schedules and equitable exchange rates, usually on a neighborhood basis. Under this plan the owner and operator of a machine would work for his neighbors on a custom basis, but with the understanding that labor or other machine work would be provided in exchange on a similar predetermined basis.

Local Exchange of Labor and Equipment in North Carolina (70, pp.9-11).-- A State-wide, organized approach to the local exchange of labor and equipment was made in North Carolina. The first step in the program was meetings of the State emergency farm-labor program personnel with county agents, discussing county labor needs, possible sources of labor, and other means of meeting these needs. The county agents then conferred with neighborhood leaders to analyze the needs and possibilities within the neighborhood with respect to both labor and machinery, as well as to make an estimate of the job to be done. With this information at hand, suggestions were drawn up for the interchange of labor and equipment. Neighborhood leaders then assisted the local farmers in encouraging and scheduling such interchanges. During the war years, more than 30,000 neighborhood leaders assisted in this program, a program that has been credited with helping the farmers of North Carolina achieve an increased production of products necessary for the war.

Summary

The labor utilization program was concerned with helping farmers make better use of available resources through labor training, work simplification, labor-saving devices, and community cooperation. Responsibility for the program was assigned to the Labor Utilization Division of the Extension Farm Labor Program on May 29, 1943. In addition to assisting farmers along the major lines of the program, the Division was assigned responsibility for preparing statistical and certain other reports, for promoting safety and welfare in farm work, and for encouraging additional and better housing for farm labor. The Division carried out these responsibilities through cooperation with other Federal agencies concerned, advising with State and county personnel, issuing news letters on labor-utilization activities, conducting training courses for State personnel, advising on State projects, arranging meetings on labor utilization at the regional farm-labor conferences, and preparing special reports and publications. The need for emphasis on meetings, publications, and other methods of education was related to the major difficulty faced by the Division, that of overcoming the indifference to the program evidenced by some of the personnel responsible for carrying it to the farmers. The varying degrees of interest aroused by these educational efforts account, at least in part, for the considerable variations between States in actively carrying out the programs.

The operations of the program could usually be classified under four main headings: training farm workers, work simplification, labor-saving equipment, and community cooperation. Program operations were usually carried out by the State and county extension services, and, to a limited extent, by other interested agencies.

The program for training farm workers was directed toward helping the farmer by breaking in new workers as much as possible before they were placed on the farm, developing work leaders who could take over the supervision of the working crew, providing training aids that the farmer could use, and holding round-table discussions on labor management. The work-simplification program was new to most farmers, at least so far as it applied to farm work. It offered tremendous possibilities for reducing the time necessary for the farmer and his hired workers to accomplish a given task. Farm-work simplification was the scientific, systematic analysis of ways of doing work in order to eliminate unnecessary work; determine the easiest, most effective methods and sequence for doing the work; determine the most convenient and economical kind and combination of equipment and facilities needed for doing the job effectively; standardize methods and develop job-performance standards when possible; and prepare instructions and guides for farmers' use in adopting the methods developed. Much successful work along these lines was accomplished.

The labor-saving equipment program was concerned with the development and dissemination of information regarding home-or locally made labor-saving equipment and devices. This program gained importance particularly because of the shortage of commercial farm machinery during the war years. Much community cooperation in exchanging machinery and labor was the natural result of the emergency situation; in some areas, however, definite programs to encourage such cooperation were undertaken.

The labor-utilization program as a whole encouraged the labor training and saving, work simplification, and community cooperation activities in which many farmers already were engaged, and assisted and supplemented other programs leading to increased agricultural production. It, more than any other aspect of the wartime farm-labor program, offers tremendous possibilities as valuable in peace as in war.

Chapter 8

AUXILIARY FUNCTIONS AND SERVICES

* This discussion of auxiliary functions and services is restricted to those functions and services most closely related to recruitment and placement of farm workers. ^{1/} These include determination of prevailing wage rates, transportation of workers, housing of workers, provision of facilities for feeding workers, and provision of medical care.

Determination of Prevailing Wage Rates

Responsibility for Determining Prevailing Wage Rates

Need for Program.-- Agreements with foreign countries for employment of their citizens in the United States, contracts with the War Department for the use of prisoners of war, and contracts with individual Government-transported interstate workers provided generally that the workers, or the Government in the case of prisoners of war, should be paid the prevailing or going wages in each area in which they were employed. It was therefore necessary to provide administrative machinery for determining prevailing wages in each locality for the various types of farm work.

^{1/} Agricultural wage stabilization was administered by the Office of Labor but as it was not directly a part of the emergency farm labor supply program and as a detailed study covering its administration and operations has been published (14) discussion of it is not included in this monograph.

Assignment of Responsibility.-- Before the passage of Public Law 45 by the 78th Congress, responsibility for determining prevailing wages was assigned to State agricultural wage boards appointed by the Secretary of Agriculture. On June 4, 1943, Lt. Col. Jay L. Taylor, Deputy Administrator of the War Food Administration, advised the chairmen of the State agricultural wage boards that it had been decided to establish farm-wage boards in each county, with the county agent as chairman. 2/ On the same date, the Washington office of the Extension Service advised the State directors of extension of the new policy. 3/

Procedure

The County Boards.-- The new county farm wage board was composed of the county agent and four members of the county farm labor advisory committee appointed by the chairman of that committee. The board was to hold hearings upon a request for findings and recommendations, and was to send a transcript of the hearings with its findings and determinations to the State director of extension, who determined the prevailing wage rate (100). Prevailing wage rates previously approved by the Secretary of Agriculture were to remain in effect until wage adjustments justified the determination of new prevailing wage rates (104,no.2).

Hearings Held.-- During the last 8 months of 1943, according to State annual farm-labor reports, 1,051 wage boards were appointed and held 1,398 hearings; during 1944, 1,409 boards held 2,136 hearings; during 1945, 1,430 boards held 2,401 hearings; during 1946, 1,082 boards held 1,307 hearings; and during 1947, 569 boards held 678 hearings 4/

Transportation

Responsibility for the Program

Assignment of Responsibility.-- The first governmental transportation of farm workers was organized and carried out by the Farm Security Administration and the plans and techniques developed by this agency continued throughout the program. After the establishment of the Office of Labor, that agency was charged with transportation of foreign workers, and the Extension Service was responsible for transportation of intrastate workers. Transportation of interstate workers was the responsibility of the Office of Labor until January 11, 1945, and after that date of the Extension Service (99,no.27,rev.1,am.2).

2/ Letter, Lt. Col. Jay L. Taylor to O. M. Lassen, Chairman, USDA War Board, Phoenix, Ariz., June 4, 1943.

3/ Memorandum, Meredith C. Wilson to State Directors of Extension and State Supervisors of Emergency Farm Labor, June 4, 1943.

4/ U. S. Extension Service, A Report of the Recruitment and Placement of Agricultural Workers. I:52.

Operation of the Program

Scope of Program.-- Each worker transported at Government expense - foreign, domestic, or special group - had to be provided with transportation facilities and meals and medical care en route, and group movements required escorts and special routing. This meant that the officials responsible for the program had to plan carefully, both to make the best use of all available facilities and to insure that transportation would be available to place the workers where they were needed when they were needed. The problem was heightened by the wartime strain placed upon the transportation facilities of the country. That these responsibilities were met is evidence of the successful operation of the program.

Operational Problems.-- That the program was successful does not mean that no difficulties were encountered. 5/ Most of the difficulties leading to complaints by the workers centered around the rail equipment assigned to labor movements, the frequency with which poor box lunches instead of hot meals were served to workers being moved, and the scheduling of the movements by the railroads. Some of these difficulties were common to much rail travel during the war because of the strain upon the country's rail systems and their facilities. After the war some railroads made every possible effort to improve facilities and services, but, on some lines, the difficulties still existed. Some of the problems were taken up at a joint conference with the Association of American Railroads in January 1947, with the object of securing for agricultural workers transported at Federal expense services and accommodations equal to those provided other coach passengers. 6/

Operational Techniques.-- Some of the problems likely to occur during the transportation of a group of workers were avoided or eased by employing an experienced, capable escort to travel with each group. The escort could often arrange for hot meals and for seeing that the cars were provided with water, paper towels, and so on. He could organize the workers into teams for keeping the cars clean and for dealing with disorderly conduct. The escort arranged for handling cases of illness or injury when no nurse accompanied the movement, and, if necessary, obtained the services of a doctor and hospitalized cases of serious injury or illness. An attempt was made to have a trained nurse accompany large movements, particularly those including women and children.

5/ Some of these difficulties are discussed in chapters on particular labor-supply programs.

6/ Memorandum, R. W. Oberlin, Chief, Recruitment and Placement Division, Extension Farm Labor to Charles B. Paul, Chief, Transportation Section, Labor Branch, PMA, Jan. 3, 1947 and Paul to Oberlin, Jan. 20, 1947.

The Office of Labor employed a group of experienced workers, many of whom had been with the early Farm Security Administration program, as escorts. When the entire responsibility for interstate movements was transferred to the Extension Service, that agency held annual training schools for escorts. 7/

Housing

Responsibility for the Program

The law appropriating funds for the farm-labor program for the calendar-year 1943 provided that funds could be expended by the State Extension Services for the following purposes among others: "transportation, supervision, subsistence, protection, health and medical and burial services, and shelter" and for "lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including former Civilian Conservation Corps camps." The Administrator of Food Production and Distribution could expend funds for, among other things, "furnishing, by loans or otherwise, of health and medical and burial services, training, subsistence, allowances, protection, and shelter," and "lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services" (91,57:70).

In carrying out the 1943 program, the State extension services accepted responsibility for providing housing and other services necessary for intrastate workers and the Office of Labor was assigned responsibility for providing similar services for interstate and foreign workers.

The law appropriating funds for 1944 carried similar provisions with certain modifications. Thus, up to \$100,000 of the funds apportioned to the States might be expended "for the construction of labor supply centers and other necessary facilities and services (not to exceed \$20,000 for any one center)" (91,58:11). Furthermore, the War Food Administrator was "authorized and directed to enter into agreements with the agricultural extension services of the land-grant colleges in the respective States to furnish, on behalf of the United States, for domestic interstate agricultural workers and their families and foreign agricultural workers and their families, while such workers are employed within any such State, any or all of the following services or functions which such State extension services are willing to undertake: Health and medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers, and health and medical services for agricultural workers and their families encompassed by clauses (a) and (b) of subsection (a)(2) of this section."

No particular changes in regard to providing services for workers were made in the subsequent appropriation acts for 1945 and 1946. Each of these provided that not more than \$100,000 of the amount appropriated might be used by the State agricultural extension services for the construction of labor-supply centers.

Operation of the Program

Policy.-- As a matter of policy, the Office of Labor and the Extension Service relied upon private housing to provide shelter for agricultural workers and operated centers only in areas where it had been found impossible to meet the housing needs of agricultural workers by other means. 8/ Camps operated by the Office of Labor provided shelter mainly for interstate and foreign workers, while those operated by the State Extension Services provided shelter mainly for intrastate workers. However, when the fluctuating labor supply or local conditions made it desirable, the Office of Labor provided shelter for intrastate workers and the State Extension Services provided shelter for interstate and foreign workers. Thus during the 11-month period July 1, 1943 to June 1, 1944, 149,545 persons were housed in farm-labor supply centers operated by the Office of Labor. Of these, 51,079 were foreign workers, 48,120 were interstate workers and members of their families, and 50,346 were intrastate workers and members of their families (103,p.2).

No part of the funds appropriated under the farm labor supply acts could be used "to fix, regulate, or impose minimum wages or housing standards...except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the government of such foreign country." Thus, neither the Office of Labor nor the Extension Service had any regulatory power or right of inspection over private housing used exclusively for domestic agricultural workers. However, housing conditions in many areas were better than those prevalent 10 years earlier because some State and local governments passed laws and established sanitary codes regulating such housing; growers had to furnish reasonably good housing in some areas to compete with war industries for labor; many growers, particularly those growers and associations employing large numbers of workers, realized that their laborers did better work when they were reasonably well housed; and a precedent had been set by the Federal Government projects constructed during the depression.

8/ U. S. War Food Administration, Office of Labor, Policy and Procedure Manual, Chapter 8, Section 1, Apr. 29, 1944. [Unpublished.]

The Office of Labor had responsibility for the camps owned or leased by the War Food Administration and for ascertaining by inspection and otherwise that the camps housing imported foreign agricultural workers met standards that would satisfy the obligations undertaken in the agreements with foreign countries.

Federal Housing Operations, May-December 1943.-- During 1943, the Office of Labor operated 151 farm-labor-supply centers which, during maximum use, housed 70,000 to 80,000 single workers (42,1944:211). The 151 centers were made up of three main types: 44 permanent centers each housing an average of 850 single workers; 55 portable centers each housing 300 or more single workers; and 52 portable centers each housing less than 300 single workers. 9/ Those occupying the shelters paid an average of 50 cents per person per week as rent, although the weekly rate varied somewhat with the type of shelter. Most of the permanent centers had utility buildings, roadways, water and sewage installations, and shelters of tin or wood. Some were former CCC camps, leased tourist camps, community buildings, and schools. The portable centers mostly used tents as shelters, although some had portable wooden shelters. Such centers also included a shower building or a shower trailer and latrines and during the year permanent mess halls were constructed at many of the sites (103,p.2). During 1943 and following years, many of the portable centers were used at two or more sites. Much of the equipment used for the portable centers, including tentage, was borrowed from the War Department. Without the cooperation of that agency, the housing program would have been much more restricted in scope. 10/

At the same time the Office of Labor assumed responsibility for the farm-labor program, the Farm Security Administration transferred 46 permanent camps and 49 mobile camps to the new agency. 11/ These facilities were basic to the operation of the program, particularly as the Office of Labor was not authorized to undertake new construction. During 1943, the State extension services gave financial support to 283 camps which housed 54,088 workers (42,1944:158-159).

9/ Actually, only 43 of the permanent centers were operated by the Office of Labor for farm labor.

10/ Letter, Marvin Jones to Robert P. Patterson, Under Secretary of War, Feb. 21, 1944.

11/ Letter, Clarence E. Herdt, Chief, Operations Division, Labor Branch to Howard D. Salins, Managing Director, Flax and Fiber Institute of America, Nov. 21, 1946.

Federal Housing Operations During 1944.-- As previously noted, Public Law 229, approved February 14, 1944, provided that the Director of Labor should enter into agreements with the State extension services for these services to furnish shelter and other facilities to domestic interstate and foreign workers when those agencies wished to assume such responsibilities. Some of the State extension services assumed responsibilities under this provision, particularly in the field of providing shelter to domestic interstate workers, but many others preferred to divide the operations along the lines in effect during 1943. On May 24, 1944, the War Food Administrator relieved the Director of Labor of his responsibility for the direction of the labor supply functions of the Extension Service and the Office of Labor was directed to transfer the camps, equipment, and property that were wholly and continually available for use in the intrastate labor, the Women's Land Army, and the Victory Farm Volunteers programs to the Extension Service for loan to the State extension services (99,no.27,sup.8). Actually, operation of most of the camps had been divided on such a basis in 1943 and because of this and certain legal complications in making transfers, none were made. This division of authority might have caused serious administrative differences in borderline cases but close cooperation between the agencies involved held such difficulties to a minimum. During 1944 progress was made in encouraging growers to form associations not only for hiring labor but for setting up and operating camps.

The Office of Labor operated labor-supply centers at 273 sites in 29 States and provided housing for an estimated 150,000 workers during 1944. Of these sites, 95 in 24 States were operated for the first time and 23 others operated in 1943 were dropped. 12/

Under the intrastate program, Extension Farm Labor funds were used to provide financial aid for 325 farm-labor camps which, during the year, housed 65,642 different workers for varying periods of time (81,p.2). Of the funds that had been authorized for construction, the Extension Service allotted \$77,650 for work in connection with 23 camps in 8 States. 13/

Federal Housing Operations During 1945.-- On January 11, 1945, the War Food Administrator made the Office of Labor responsible for the farm-labor supply camps owned or leased by the War Food Administration which were used wholly or in part for the housing of interstate or other migratory labor. The Office of Labor was also responsible for providing subsistence and medical care for workers housed in the

12/ U. S. War Food Administration, Office of Labor, 1945 Budget Estimate Farm Labor Supply Program. [Unpublished.]

13/ U. S. War Food Administration, Office of Labor, 1946 Budget Estimate Farm Labor Supply Program. [Unpublished.]

camps and for providing health and medical services for migratory agricultural workers entering the areas served by such farm-labor camps (99,no.27,rev.1,am.2). Actually, this served mainly to clarify the memorandum of May 24, 1944, and did not change responsibility for the operation of any camps.

The Office of Labor, which became the Labor Branch of the Production and Marketing Administration on August 20, 1945, operated farm-labor-supply centers at 191 sites in 26 States during 1945. Permanent centers were operated at 47 sites and mobile centers at 144. 14/ On September 13, 1945, the Office of Labor and the Farm Security Administration signed a memorandum transferring 44 farm-labor-supply-center properties from the Farm Security Administration to the Office of Labor. From 1943 to this date, the properties had been available to the Office of Labor on an informal basis. Title to the property was not transferred; rather, the properties were to be on loan and each was to be retransferred to the Farm Security Administration when the Director of Labor determined that it was no longer needed in the labor supply program.

Extension farm-labor funds were used to give financial support to 404 farm labor camps which, during the year, housed 97,336 different workers (82,p.2).

Federal Housing Operations During 1946.-- During 1946, the Labor Branch operated farm-labor-supply centers at 169 sites in 25 States. Permanent centers were operated at 53 sites and mobile centers at 116. 15/ The centers had a total capacity of 77,850 individuals. Camps were open throughout the year at 47 sites, 18 of which were in California, 8 each in Florida and Texas, 4 in Arizona, 3 in Washington, 2 each in Idaho and Oregon, and 1 each in Colorado and Connecticut.

Financial assistance from Extension Farm Labor funds was given to 159 camps and an additional 118 camps that were operated during 1946 had received financial assistance from such funds in previous years. There were 77,956 different workers housed in facilities provided wholly or in part from Extension Farm Labor funds (83,p.2).

14/ Unpublished statistical data compiled by the Shelter and Feeding Section, Labor Branch, Production and Marketing Administration.

15/ Unpublished statistical data compiled by the Shelter and Feeding Section, Labor Branch, Production and Marketing Administration.

Federal Housing Operations During 1947.-- The Labor Branch maintained labor-supply centers, labor homes, labor camps, and other facilities until December 31, 1947, when the program ended. On that date, the Department had 53 permanent camps and about 110 temporary camps (95,1948:35). During the latter part of the year, some of the camps were operated by local public agencies and by nonprofit associations of farmers. This arrangement was continued for some camps, pending their disposition.

During 1947, 99 farm-labor camps received financial aid from Extension farm-labor funds. A total of 210 farm-labor camps were in operation during the year that had received financial support from such funds at some time during the emergency farm-labor supply program (84,p.2). These camps housed 66,387 different workers.

The Labor Utilization Division of the Extension farm-labor program had endeavored throughout the program to bring out the need for more and better housing and to show how good housing would repay the farmer by attracting good workers and helping him keep those workers. The State extension services encouraged better housing, and several published farm-labor housing plans. These plans were collected by the Labor Utilization Division and distributed in sets to each of the State extension services early in 1947.

The Recruitment and Placement Division of the Extension farm-labor program assisted the State extension services throughout the program in providing housing for farm workers and in obtaining loans of housing and mess equipment from the War Department. The Division and the State extension services also encouraged farmers to organize cooperative associations for hiring labor and for providing farm housing. Farmers discovered several advantages in developing central camp housing through cooperative associations. Such housing is often economical to construct and maintain; the camps serve as assembly and distribution centers for workers; employers who do not have sufficient housing may have their workers live at the camps; and full employment is more nearly possible (12).

Management of Federally Operated Camps

Occupancy Priorities.-- Although the farm-labor-supply centers had first been set up to provide housing for migratory domestic agricultural workers, the acceleration of the foreign labor transportation program, the decline in the number of migratory domestic workers, and the requirements of Public Laws 45 and 229 (78th Congress) and of the agreements with foreign governments led the Office of Labor to set up the following order of preference for use of shelters:

1. Foreign agricultural workers brought in under the transportation program.
2. Interstate domestic workers brought in under the transportation program.
3. Domestic migratory workers who are normally engaged in crop harvesting and who have been eligible for camp occupancy in the past.
4. Intrastate workers in cases where facilities are not already occupied or are not needed by any of the preceding classifications (105,pp.7-8).

Camp Personnel.-- Personnel employed at each farm-labor-supply center operated by the Office of Labor varied with size and type of camp. The typical permanent center was staffed by a center manager, an assistant manager, a clerk, a stenographer, a maintenance mechanic, and two caretakers (42,1944:136). A nurse was assigned to each center by one of the six nonprofit health and medical associations. At times, some of the camps were understaffed because of a shortage in available funds or because of the difficulty in recruiting qualified personnel.

The successful operation of any center depended to a considerable extent upon the center manager. His job was similar to the work of a city manager for a community which had a managerial form of government. The Office of Labor, in recognition of these responsibilities, issued a preliminary draft of The Center Manager's Guide in 1943 and a definitive draft in 1944. This publication served to draw the attention of managers of farm-labor-supply centers to the importance of their work in its national and international setting and to offer suggestions as to the methods to be used by the managers in discharging their responsibilities. The manager was advised to use a democratic approach in carrying out his responsibilities:

Regardless of whether the Farm Labor Supply Center has Jamaican, Bahamian or Mexican imported workers or native colored or white workers, your most immediate responsibility is to work with them - democratically and without prejudice or discrimination (105,pp.6,9).

Methods for bringing about a democratic management of the camp were discussed and the manager was then advised of the various ways in which good public relations could be promoted. He was especially warned of the necessity for keeping his financial records in shape and of:

. . . the danger of becoming subservient to pressure groups of any nature. There should be no more partiality shown in the service a Farm Labor Supply Center renders than in the services supplied by a well-operated U. S. Post Office. The staff should operate in complete independence of any attempt by local individuals or organizations to dictate its policies or interfere with its internal operations (105,p.25).

Problem of Adequate Housing.-- At various times, both foreign and domestic workers and representatives of the foreign governments supplying workers complained of inadequate housing. Some of the complaints were directed against housing operated by the Office of Labor and the State extension services and some against housing operated by individual growers and growers' associations but in any case, the Office of Labor was charged with seeing that the housing used by imported foreign laborers met minimum standards. Perhaps the greatest difficulty lay in persuading individual growers to meet these standards despite wartime difficulties in obtaining material and construction workers and despite previous ideas as to housing suitable for farm laborers.

On November 18, 1943, the Director of Labor testified before a committee of the House of Representatives that:

In the past year housing has been inadequate in many respects. The same has been true with respect to the feeding facilities. We must improve our sanitary provisions as we have had complaints from sanitation authorities (42,1944:12).

The problem continued to be pressing. In the spring of 1945, the Director of Labor instructed the divisional Chiefs of Operation to make particular efforts to insure that housing inspections for foreign workers were carried out effectively. In a memorandum to Chiefs of Operations, he stated:

As you know, various foreign governments with whom we have agreements have not been satisfied with the housing standards of last year. This became very material in our negotiations for additional contracts. Contracts were negotiated only after virtual guarantees on the part of the Director of Labor that housing and sanitation this year would be in conformity with minimum standards. 16/

16/ Memorandum, Lt. Col. Wilson R. Buie to All Chiefs of Operations, Apr. 17, 1945.

The records indicate that the maintenance of minimum housing standards was a continuing problem that had to be met with an active field program. It absorbed much time of both the central and field staffs of the Office.

Liquidation of Farm Labor Supply Centers.-- The Farmers' Home Administration Act of 1946, approved August 14, 1946, abolished the Farm Security Administration and transferred certain of its functions to the Farmers' Home Administration. One section of the act dealt directly with farm labor supply centers:

(d) All labor supply centers, labor homes, labor camps, and facilities formerly under the supervision or administration of the Farm Security Administration and originally transferred or made available to the War Food Administrator for use in the farm labor supply program pursuant to Public Law 45, Seventy-eighth Congress, approved April 29, 1943 (57 Stat. 70), and all similar labor centers, homes, camps, and facilities constructed or acquired by the War Food Administrator or the Department of Agriculture pursuant to subsequent similar laws or otherwise, shall be liquidated as provided in this Act and the proceeds paid to the Treasurer of the United States as each such center, home, camp, or facility is no longer needed in the farm labor supply program originally initiated pursuant to Public Law 45, or until six months after the termination of the present hostilities as determined by concurrent resolution of the Congress, or by the President, whichever is the earlier (91,60:1064).

The Act extending the farm-labor-supply program to December 31, 1947, modified the effective date of this provision by substituting the phrase "or January 30, 1948, whichever is the earlier" for "or until six months after the termination of the present hostilities as determined by concurrent resolution of the Congress or by the President, whichever is the earlier." This authority was subsequently renewed.

Public Law 731 provided essentially that the camps, centers, etc., were to be sold to the highest bidders. On July 31, 1947, Congress passed a law which authorized the Secretary of Agriculture to dispose of the facilities and equipment used in the farm-labor-supply program to any public or semipublic agency or any nonprofit association of farmers in the community that would agree to operate and maintain the facilities for the principal purpose of housing persons engaged in agricultural work and to relieve the Government of further responsibility in connection with the program (91,61:694). This authority was subsequently extended.

The laws providing for the liquidation of Government ownership of the farm-labor housing facilities marked the end of what had been the continuing center of the farm-labor program since the first farm-labor-supply centers were constructed by the Resettlement Administration in 1935. The centers were first established as part of a welfare program to meet depression needs; then, with the war period and its shortage of housing, the centers proved most valuable as affording shelter already in being that met the requirements of foreign governments for their nationals employed in the United States. Except for the existence of these farm-labor-supply centers, the program of transporting foreign workers would have been much more difficult to carry out and it is probable that many more domestic migratory agricultural laborers would have left agriculture.

Feeding the Workers

Responsibility

The provision of nourishing, appetizing food, like the provision of adequate shelter, was a prerequisite to good morale and good work on the part of the laborers. Furthermore, the international agreements respecting imported workers and employment agreements with individual foreign workers provided, in general, that food furnished by the Government or by any employer should meet reasonable minimum standards. 17/ As most of the labor-supply centers were located in rural areas in which facilities for feeding large numbers of workers outside the centers were lacking, it was necessary to establish and operate feeding facilities as part of the camp program (42,1944:159).

Three different groups carried on feeding operations, either directly or indirectly: the State extension services in camps operated by these services, growers and growers' associations in camps operated by them, and the Office of Labor in camps operated by that organization. In addition, in some camps, the workers, particularly when their number was made up largely of family groups and when facilities were available, provided their own feeding arrangements (42,1944:163-164).

17/ The exact provisions varied with different agreements. See chapters on foreign worker programs for these provisions and for discussions of some of the specific problems arising.

The State extension services carried on feeding operations largely by contract (42,1944:94). Many operators of grower and growers' association camps followed a similar policy, that is, they contracted with caterers or commissary companies for feeding the workers housed in their camps. Others operated their own facilities. Messing facilities in centers operated by the Office of Labor were carried on during 1943 by the regional migrant agricultural labor health associations; during 1944 and succeeding years they were generally operated by the Office of Labor.

Federal Government Responsibility.-- The Federal Government was charged with the same responsibility in the feeding as in the housing program. That is, it had the responsibility for the feeding conducted in camps operated by the War Food Administration and the responsibility for supervising the feeding of imported workers whether they were fed in War Food Administration, State Extension Service, or grower camps. These responsibilities were exercised by the Shelter and Feeding Division, Operations Branch, Office of Labor. In addition, Health Services personnel were to assist in planning a balanced diet and were to prescribe regulations for kitchen sanitation. 18/

Rationed Food for Foreign Workers.-- When the program to import Mexican workers first began, ration books were obtained at local ration boards and issued to the workers. However, as larger numbers of workers were imported, the system became cumbersome and after about a year the Office of Labor began issuing ration books to the workers at the time they were recruited. 19/ This simplified system was satisfactory so far as the issuance of ration books was concerned but it presented difficulties in operation. Officials of the Office of Labor and the Office of Price Administration consulted on the problem and, as a result of these conferences, the Office of Price Administration presented a plan on July 31, 1944, for discontinuing the issuance of ration books and allowing the persons who operated feeding facilities to make direct application to local boards for allotments of rationed foods. 20/ For some months little was done to implement these suggestions, partly because of administrative difficulties in making the changes.

18/ U. S. War Food Administration, Office of Labor, Policy and Procedure Manual, chapter 8, Section 8, Revised May 15, 1945. [Unpublished.]

19/ Letter, William A. Anglin, Chief of Operations, Office of Labor, Berkeley, California to Director of Labor, November 15, 1944.

20/ Letter, Patterson H. French, Director, Planning and Coordination Division, Rationing Department, Office of Price Administration to R. A. Neary, Chief, Shelter and Feeding Division, Office of Labor, July 31, 1944, transmitting document entitled "Procedure for Providing Rationed Foods to Laborers Imported under Contract by Federal Agencies."

On November 15, 1944, the Chief of Operations, Southwestern Division, Office of Labor, wrote to the Director of Labor suggesting that the Office of Labor discontinue issuing ration books to workers and that operators of feeding facilities be issued ration stamps by local boards. He stated that the Office of Price Administration had suggested a similar plan months earlier but that he had opposed it until he had become aware of the following difficulties in the plan then in effect: Operators of a facility sometimes removed all valid coupons when the worker turned over his book and when the worker was transferred he had no valid coupons left; operators often failed to return books to the men when they were transferred; some workers traded or gave away their books; and the work of replacing foreign workers' lost or stolen books, which had been delegated to the Office of Labor, was too great a task for the personnel available. 21/

After further conferences, the Office of Labor asked the Office of Price Administration, on December 30, 1944, to put the plan into effect immediately. 22/ The problem was finally resolved when the Office of Price Administration issued Amendment 98 to General Ration Order Number 5 on March 8, 1945. This enabled operators of feeding facilities to apply for allotments of rationed food to feed workers brought into the United States by a Federal Government agency for the sole purpose of performing agricultural or other labor (92,10:2656).

Throughout the wartime feeding program, operators of facilities found it hard to obtain their allocated portions of rationed or other foods in short supply, partly because the local markets were not able to supply the demands resulting from a sudden influx of a large number of farm laborers. The Office of Labor, through negotiations with the Office of Price Administration and with other offices of the War Food Administration, helped to overcome many of these local shortages. In addition to shortages of food, the Office of Labor was asked to assist in overcoming some of the many wartime shortages in kitchen and messing equipment. Help was obtained from the War Department which loaned the Office of Labor kitchen and mess equipment and even loaned mess personnel to get the feeding operations under way. Much equipment loaned to the Office of Labor was subsequently loaned to State extension service and grower camps. 23/

21/ Letter, William A. Anglin to Director of Labor, Nov. 15, 1944.

22/ Letter, Clarence E. Herdt, Chief, Operations Branch, Office of Labor to Louis J. Droeger, Director, Administrative Operations Division, Rationing Department, Office of Price Administration, Dec. 30, 1944.

23/ Letter, Marvin Jones, War Food Administrator to Robert P. Patterson, Under Secretary of War, February 21, 1944.

Operation of Office of Labor Facilities.-- The preceding brief discussion of some of the problems that arose in the operation of feeding facilities relates to problems common to all of the three types of feeding facilities. Certain other problems arose only in the operation of Office of Labor facilities or they may be best illustrated by reference to such facilities.

When the Office of Labor program was established, funds were available for the supervision of a feeding program but no provisions were made for a revolving fund. That is, any funds collected from the direct operation of a feeding facility had to be remitted directly to the Treasury of the United States and could not be used to pay kitchen help, replenish food stocks, or meet any other expenses of the program. The Office of Labor therefore requested the agricultural labor health associations, nonprofit organizations established to contract with the Government to furnish medical care to migratory agricultural laborers, to operate feeding facilities in its camps. The contract with the associations made it possible for them to collect from the workers for meals served and to pay the bills, in other words, to operate the facilities on a revolving-fund basis.

There were two basic objections to this procedure: (1) The health associations were burdened with the responsibility for a program foreign to their organization, which they did not desire to continue; and (2) Office of Labor personnel had to give a great deal of time to supervising and assisting in the administration without having direct responsibility for the program. The Director of Labor therefore asked Congress in 1944 to permit the Office of Labor to establish a direct feeding program with a revolving fund (42,1944:160). This was accomplished by the passage of Public Law 229, approved February 14, 1944. Procedural instructions for installing a feeding program, dated April 3, 1944, were issued to divisional chiefs of operations and the program became effective in the divisions as rapidly as the change-over could be made. Some of the divisions found the change-over difficult. For example, the Chief of Operations, Northwestern division, stated in a report of May 3, 1944, that the shift to governmental operation would require additional records and bookkeeping. 24/ However, the change was eventually made in all the divisions and the feeding facilities in Office of Labor camps were operated directly by the Office of Labor through 1947 except in the Northwestern division. That division, beginning in 1945, encouraged local sponsoring committees to assume responsibility for feeding programs in the labor centers. 25/

24/ Letter, R. T. Magleby, Chief of Operations, Northwestern Division to Col. Philip G. Bruton, Director of Labor, May 3, 1944.

25/ Letter, Carl G. Izett, Acting Chief of Operations, Northwestern Division to Director of Labor, Oct. 3, 1945.

The advantages of this approach were that the division was relieved of the responsibility for securing supplies of scarce foods, for obtaining cooks and other labor to operate the facilities, and for keeping certain accounts. Disadvantages of the plan were that any profits made on the feeding went to the caterers rather than to the Government even though Government facilities were used and that control of the feeding operations was more difficult when it was indirect. It may be noted in regard to this last factor that there were five outbreaks of food poisoning in the Northwestern division from January 1, 1946, to September 30, 1946, while such outbreaks in Government-operated feeding programs had been practically nil. 26/

A charge was made for all meals furnished by Office of Labor facilities, except that subsistence was provided without charge to workers who were in process of transportation and to those who had been unable to work for more than 3 days because of physical incapacity. During the first year of direct Federal operation of the program, no specific mention was made in the policy manual of the charges to be made for meals. The charge in most camps was \$1.00 a day, or 35 cents a meal. On March 24, 1945, however, a specific policy was promulgated by which the divisional chief of operations was made responsible for the establishment of board charges within his division. The charges were to include all expenses but were not to exceed \$1.20 per day for three meals, \$0.90 per day for two meals for West Indian workers, or \$1.30 per day for three meals for Mexican workers. 27/ During 1946, operators of nongovernmental feeding programs were permitted to charge up to \$1.50 per day for three meals for Mexican workers. 28/ Late in the year, after conference with representatives of the Bahamian and Jamaican governments, board charges for foreign workers in the Northeastern division were increased to \$1.30 per day for three meals. 29/

Providing food that was both nourishing and pleasing to the tastes of the workers required much study and effort on the part of the responsible personnel. It was a policy of the Office of Labor that workers should be provided with a diet which met approved nutritional standards and conformed as closely as possible to the diet to which they had been accustomed in their native countries or communities. 30/

26/ Letter, Clarence E. Herdt, Chief, Operations Division, Office of Labor to Carl G. Izett, Nov. 8, 1946.

27/ U. S. War Food Administration, Office of Labor, Policy and Procedure Manual, Chapter 9, Section 1, Revised March 24, 1945. [Unpublished.]

28/ Letter, Clarence E. Herdt to Carl G. Izett, July 25, 1946.

29/ Letter, Albert Maverick, Jr., Acting Chief of Operations, Northeastern Division to Wilson R. Buie, Sept. 20, 1946.

30/ U. S. War Food Administration, Office of Labor, Policy and Procedure Manual, Chapter 9, Section 1, Apr. 3, 1944. [Unpublished.]

Reconciling these two factors was often difficult as accustomed diets were frequently deficient from a nutritional viewpoint. However, experience, the securing of suitable recipes for preparing the food, and the hiring of cooks who had had experience in Mexico or the West Indies all helped to alleviate this difficulty.

Medical Care 31/

Responsibility

The health-services program was administered from 1943 through 1947 by the Office of Labor and its successor, the Labor Branch of the Production and Marketing Administration, to protect the health of agricultural workers and of the communities in which they worked and thus to increase labor efficiency and food production. Actual medical care was administered by several agricultural workers' health associations under contract to the War Food Administrator.

The health-service program for migratory farm workers was initiated in 1938 by the Farm Security Administration for workers in States where the need was particularly acute. In March of that year, the Farm Security Administration, with the cooperation of the California Medical Association, the State Department of Health, and the State Relief Administration, formed the Agricultural Workers Health and Medical Association. The association was incorporated under the laws of California and each of the cooperating agencies had a representative on the board of directors. Clinics were established and administered by the association with funds supplied by the Farm Security Administration (30,pp.113-114).

Subsequently, the Farm Security Administration, in cooperation with local and State health authorities, organized similar associations in other areas. By July 1, 1943, there were seven such associations: the Agricultural Workers Health and Medical Association in California and Arizona, the Atlantic Seaboard Agricultural Workers Health Association in the northeast, the Migratory Labor Health Association in the southeast, the Midwestern Agricultural Workers Health Association, the Texas Farm Laborers Health Association, the Agricultural Workers Health Association in the Northwest, and the Great Plains Agricultural Workers' Health Association. 32/

31/ Lester Rindler, formerly in the Labor Branch, PMA, assisted in the preparation of this section.

32/ U. S. Farm Security Administration, Agricultural Workers Health Associations; Report of Activities for Period from April - June 30, 1943, p. 1 Washington. 1943. [Unpublished]

With the transfer of certain labor functions formerly performed by the Farm Security Administration to the Office of Labor, that Office became responsible for the operation of farm-labor-supply camps, in many of which clinics or other types of medical services were available, and for providing the services to foreign workers to which they were entitled by international agreements and individual work agreements. However, the operation of the health program was not interrupted, but was continued by the Farm Security Administration until the Office of Labor was prepared to assume its direction. Continuity of operation and transfer of operational responsibility were facilitated by the appointment of F. D. Mott, Chief Medical Officer of the Farm Security Administration, as Chief Medical Officer of the Office of Labor in addition to his duties with the Farm Security Administration. Dr. Mott assumed the new responsibility on July 21, 1943. 33/ Similarly, other medical and health personnel who had been assigned to the Farm Security Administration were given concurrent responsibility for the Office of Labor program or were detailed to the Office of Labor, for service both in Washington and the field. 34/

Health Services Branch.--Dr. Mott, as Chief Medical Officer, headed the Health Services Branch of the Office of Labor, subsequently the Health Services Division, Labor Branch, Production and Marketing Administration. 35/ The Washington staff of the Health Services Branch, during the peak of operations, consisted of the Chief Medical Officer, a medical officer who acted as assistant chief, a venereal disease control officer, a dental officer, and a public health nursing officer, all on detail from the United States Public Health Service, a sanitary engineer, a safety engineer, and administrative and clerical personnel. In the field-operations offices of the Office of Labor, health-service functions were usually assigned to a medical officer in charge, a divisional superintendent of nurses, and a sanitary engineer on detail from the United States Public Health Service.

The Chief of the Health Services Branch was responsible for determining policies; entering into contracts with agricultural workers' health associations; supervising the professional, technical, and administrative aspects of the health program; and developing procedures which would insure a high quality of medical, sanitation, and safety services to eligible workers and their families. The approval of the Chief of the Health Services Branch was required for appointment of professional and technical personnel. The Health Services Branch made recommendations

33/ Information from Office of Personnel, U. S. Department of Agriculture.

34/ See: Col. Philip G. Bruton, Deputy Administrator, U. S. War Food Administration to Dr. Thomas Parran, Surgeon General, U. S. Public Health Service, July 7, 1943, and subsequent correspondence.

35/ Dr. Mott served as Chief Medical Officer, Office of Labor, until May 14, 1945. He was succeeded by Dr. Henry B. Makover, who was, in turn, succeeded by Dr. S. J. Axelrod.

to the Director of Labor concerning the allotment of funds to the Agricultural Workers' Health Associations and established professional and technical standards for guidance of all health personnel. 36/

In the field operations offices, medical officers were responsible for executing national policies; passing on the qualifications of professional and technical field personnel to serve in the program; reviewing reports of agricultural workers' health associations serving the several divisions; reviewing and recommending construction plans for farm-labor-supply centers, health centers, clinics, and isolation and convalescent facilities; and maintaining relationships with United States Public Health authorities as well as State and local health officials. 37/

Agricultural Workers' Health Associations.-- Although formal matters of policy were discharged by the Health Services Division under the direction of the Director of Labor on national and divisional levels, the actual medical care was administered by six agricultural workers' health associations under contract to the War Food Administrator. The Chief Medical Officer, Office of Labor, was authorized to enter into such contracts on behalf of the War Food Administration on August 21, 1943 (104, no. 9). Each such contract provided that: (1) The association agreed to provide such agricultural workers as should be determined by the War Food Administrator with medical, surgical, dental, hospital, and nursing care. (2) The Administrator was to pay for such service at a given rate per unit pursuant to monthly statements submitted by the association. The rate was subject to adjustment from time to time. (3) The association agreed to pursue such policies as the Administrator might determine and to keep such records as he might require. (4) The association agreed to assign its property to the Government upon liquidation. 38/

Each association was governed by a Board of Directors composed of seven members, three of whom were Government employees and four representatives of professional groups or persons interested in the welfare of farm workers. One of the board was elected Medical Director,

36/ U. S. War Food Administration, Office of Labor, Procedure Manual, Sec. 802.1. [Unpublished.]

37/ Ibid.

38/ Agreement A-wfa-(L-6)-144 in Agricultural Workers Health and Medical Association, Minute Book. [Unpublished.]

serving in that capacity without compensation. The association employed a business manager, supervising nurse, and such nursing and clerical personnel as might be required, while, on occasion, physicians and dentists were assigned by the United States Public Health Service to work in an association on a reimbursable basis. Most professional services, however, were provided by local physicians and dentists on a fee or an hourly basis, depending upon local arrangements. Association employees were not Government employees, but personnel policies of the associations paralleled those of the Government with respect to classification, compensation, leave, promotions, terminations, and appeals. In order to enable full-time nurses, who might be moved from State to State, to practice in whatever State to which they might be temporarily assigned, all such nurses were designated "Federal Collaborators without Compensation."

Scope of Service 39/

The extent of health services offered farm workers fluctuated from time to time, with varying emphasis on one or another type of service. However, at all times and in all associations, nursing service was the backbone of the program. More than any other public health program or voluntary health association to date, the agricultural workers' health associations relied on nurses, acting under standing orders from physicians, to attend to minor ailments and screen workers for referral to physicians and specialists, in addition to their regular duties of field visiting, consulting, and assisting physicians.

General practitioners were available to workers as required. Usually, local physicians were engaged on an hourly basis to hold clinics in farm-labor-supply centers or health centers where workers were concentrated. When workers were scattered, the practice was to refer workers to local practitioners, usually at the office of the physician. When necessary, physicians visited the home, farm, camp, or shelter of the worker.

Major surgery and specialist care were available usually on referral from clinic physicians or nurses. The policy was to limit such service to emergency cases. For cases of elective surgery, including tonsillectomies, prolonged physical therapy, prolonged hospitalization, chronic illness, or specialized care of nonemergency nature, it was necessary to obtain authorization from the central office of the particular association.

39/ See U. S. War Food Administration, Office of Labor, Procedure Manual, Sec. 802.6. [Unpublished.]

Except for the limitation on prolonged hospitalization for non-emergency care, hospitalization was arranged for by referral of patients to local institutions in most cases. The Agricultural Workers Health and Medical Association, however, operated the Burton-Cairns General Hospital at Eleven Mile Corners, Ariz., from January 1941 to July 1944, and the Migratory Labor Health Association operated the Migratory Labor Hospital at Belle Glade, Fla. Hospitals were supplemented by infirmaries in some of the camps. Infirmaries were used for convalescent care and for isolation of communicable diseases.

Drugs and medical supplies were available to eligible workers without charge. On authorization of clinic physicians and nurses, X-ray and laboratory tests were arranged for as required.

The amount of dental service provided varied in accordance with the funds available to each association. Whenever possible, dental service included extractions, fillings, prophylactic treatments, and X-ray examinations. In some associations, however, it was found necessary to limit such care to emergency cases. Except for a small number of commissioned officers of the United States Public Health Service retained to conduct dental clinics, most dentistry was referred to local dental practitioners. An interesting sidelight on the dental program was the use of mobile dental units in several areas.

Nurses, physicians, sanitary engineers, and safety engineers, with the cooperation of Labor Branch personnel and public health officials, concentrated their efforts on prevention of disease by immunizations, physical examinations, and diagnostic tests, by education in hygienic living, by setting up standards for a healthful environment, by helping to eliminate the hazards of farm work, and by early detection and treatment of venereal disease and tuberculosis.

Population Eligible for Services

Originally, agricultural workers' health associations were established for the provision of medical care to persons employed in agriculture who were of low-income status and who were not residents of the area in which they were employed and therefore not eligible for local welfare medical assistance. On September 5, 1943, the Director of Labor redefined eligibility by approving the following categories of workers as eligible for health and medical services under the farm-labor-supply program: (a) agricultural workers (primarily seasonal) having a contractual relationship with the War Food Administrator or a State extension service, and residing either in farm-labor-supply centers or private shelters; and (b) agricultural workers (primarily seasonal) having no contractual relationship with the War Food Administrator or a State extension service, and residing either in farm-labor-supply centers or private shelters and who had been

placed by the War Food Administrator or his agent, or a State extension service in furtherance of the farm-labor-supply program. By the passage of Public Law 229 in February 1944, eligibility was extended to domestic workers who, without assistance of any Government agency, migrated into areas served by any farm-labor-supply center, and to whom adequate health and medical services were not otherwise available. 40/

Table 3.-- Foreign and domestic agricultural workers eligible for health service, specified periods, 1943-47

Year	:	Foreign <u>1/</u>	:	Domestic <u>2/</u>	:	Total
	:		:		:	
	:	<u>Number</u>	:	<u>Number</u>	:	<u>Number</u>
1943 <u>3/</u>	:	40,000	:	57,000	:	97,000
1944	:	57,000	:	45,000	:	102,000
1945	:	50,000	:	27,000	:	77,000
1946	:	46,000	:	28,000	:	74,000
1947 <u>4/</u>	:	32,000	:	32,000	:	64,000

1/ Transported foreign workers employed and available for employment.

2/ Estimated.

3/ May - Dec.

4/ Jan. - June

Morbidity 41/

Generally speaking, the rate of illness among eligible migrant agricultural workers, both foreign and domestic, was higher than that believed to be the rate for the country as a whole. During the 4-year period, illnesses reported to the Health Services Division averaged 1,085.6 cases per year per 1,000 workers.

40/ Memorandum, F. D. Mott, Chief Medical Officer, Office of Labor to Solicitor, U. S. Department of Agriculture, Feb. 25, 1944.

41/ The data in this section were compiled in the Labor Branch from periodic reports of the agricultural workers' health associations.

Table 4.-- Cases receiving physicians care, by diagnosis, all associations, July 1943-June 1947

Type	Cases	Percentage distribution
	Number	Percent
Illness		
Infections and parasitic diseases	36,788	8
Neoplasms	1,820	1/
General diseases	3,171	1
Diseases		
Blood-forming organs	685	1/
Nervous system	6,740	1
Eye	14,512	3
Ear	7,120	1
Circulatory system	6,787	1
Respiratory system	98,180	21
Digestive system	50,587	10
Genito-urinary system	13,432	3
Childbirth and pregnancy	5,486	1
Skin	26,199	5
Bones	10,846	2
Congenital malformations	230	1/
Diseases peculiar to the first year of life	689	1/
Ill-defined diseases	36,781	8
Injuries and poisonings	31,881	7
Total illnesses	351,934	72
Examinations and prenatal care	81,823	17
Immunizations	52,306	11
Grand total	486,063	100

1/ Less than 0.5 percent

Problems of Foreign Workers.-- The extent to which illness among foreign workers was due to problems of adjustment is impossible to determine, but the comments of a Mexican interpreter in the Denver office of the Agricultural Workers Health Association are helpful. The Mexican workers were suspicious of American medicine because they

were unfamiliar with the drugs we use. They drank contaminated water because they were accustomed to drinking from springs and rivers in Mexico where industrial plants and sewers do not discharge into the streams. Language difficulties and shyness formed a barrier between patient and physician so that sometimes the laborer failed to report his sickness properly, which may have led to poor diagnosis. Too, the changes in food patterns were real problems for some foreign workers, who found adjustment difficult. 42/ As, with few exceptions, families were not brought to the United States with the workers, the men had the problem of adjusting to nonfamily group living. The necessary mobility of the workers may have made the incidence of disease and the costs of treatment higher. On the other hand, as the foreign workers were given physical examinations on recruitment as a group they should have been comparatively healthy.

Hospitalization 43/

Except in two areas in which hospitals were operated by associations, arrangements for hospitalization were made on a local basis. Local community facilities were utilized on a reimbursable basis in accordance with an agreed schedule of rates which varied from area to area.

A total of 34,421 cases of hospitalization were reported in all associations in the 4-year period beginning July 1943 with peak years in 1944 and in 1945. The hospitalization rate was 97.4 cases per 1,000 persons per year.

Table 5.— Hospitalization: Number of cases and patient days, all associations, specified periods, July 1943-June 1947

Item	July -					January	
	December	1944	1945	1946	- June	Total	
	1943				1947		
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	
Hospital cases	5,747	9,678	9,508	6,520	2,968	34,421	
Patient days	39,644	81,720	81,824	53,524	23,487	280,199	
Per case	6.9	8.4	8.6	8.2	7.9	8.1	

42/ Agricultural Workers Health Association, Medical Officer's Report, August 1944. [Unpublished.]

43/ The data in this section were compiled in the Labor Branch from periodic reports of the agricultural workers' health associations.

Expenditure for Health Services

In the 4-year period beginning July 1943, a total of \$8,194,642 was expended by all associations for health services, exclusive of reimbursements to the United States Public Health Service for the salaries and travel costs of commissioned officers of the Public Health Service on detail to the Office of Labor. The average yearly cost for health services was \$2,097,310. The peak year was 1945 when \$2,289,711 were spent in all associations.

The amount spent for health services depended on the stability of the population and the scope of services offered. Despite the instability of the population, the man-month expenditures for each year showed a certain consistent pattern. Man-month costs of health service increased from year to year from \$1.53 per man per month in 1943 to \$2.37 in 1947 with a 4-year average of \$1.92. This excludes a small amount for nursery schools.

Table 6.— Man-month cost for health services, all associations, specified periods, July 1943 - June 1947 ^{1/}

Item	: July - : December : : 1943 :	: 1944 :	: 1945 :	: 1946 :	: January: : - June : : 1947 :	: Average
	: <u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>
Medical and nursing	:	:	:	:	:	:
Nurses	: 0.25	0.37	0.47	0.57	0.57	0.44
Physicians	: .43	.39	.38	.39	.43	.40
Drugs etc.	: .07	.09	.10	.09	.07	.10
Miscellaneous	: .06	.15	.22	.25	.30	.20
Total	: .83	1.00	1.17	1.30	1.37	1.14
Hospitalization	: .47	.46	.51	.55	.63	.51
Dental	: .05	.05	.05	.05	.07	.05
Administration	: .18	.17	.22	.27	.30	.22
Grand total	: \$1.53	\$1.68	\$1.95	\$2.17	\$2.37	\$1.92

^{1/} U. S. Public Health Service salaries and travel and nursery school expenditures excluded.

Summary

Provision of certain services for farm workers such as transportation, housing, feeding, and medical care, and the performance of such auxiliary functions as the determination of prevailing wage rates were integral parts of the emergency farm-labor-supply program. The Cooperative Extension Service was responsible for determining prevailing wage rates, for furnishing services to intrastate workers and, from 1945 through 1947, for furnishing services to interstate workers. The Office of Labor was responsible for administering Federally owned labor camps and facilities and the services connected with them, and for furnishing services to foreign workers.

Chapter 9

FARM WORKERS FROM MEXICO

One means of adding to the supply of farm labor during World War II was the importation of workers from neighboring countries and the Caribbean islands. From September 1942, until December 31, 1947, the United States Department of Agriculture imported a total of 309,538 such workers.

Table 7.— Foreign Farm Workers Imported by United States Department of Agriculture, 1942-1947

Country of Origin	Year						Total
	1942	1943	1944	1945	1946	1947	
Bahama Islands.	—	4,698	3,048	2,100	2,690	2,705	15,241
Barbados	—	—	908	—	3,087	—	3,995
Canada	—	—	1,414	4,055	5,533	7,421	18,423
Jamaica	—	8,828	15,666	17,291	7,796	1,017	50,598
Mexico	4,189	52,131	62,091	49,457	32,046	19,632	219,546
Newfoundland	—	—	1,213	522	—	—	1,735
Totals	4,189	65,657	84,340	73,425	51,152	30,775	309,538

Origin of the Program

The Program to Import Mexican Workers.-- The first suggestions for importing foreign labor centered around the lifting of restrictions on the entry of Mexican laborers into the United States. In July 1941, groups of cotton growers in Arizona became apprehensive over the labor supply and demanded the removal of restrictions on importing Mexican nationals. This request was denied after investigation and a vigorous interstate recruitment program by the United States Employment Service filled all demands for labor (29,pp.17-18). Similar requests were made by groups in Texas and New Mexico during the summer of 1941 but these requests also were denied by the United States Immigration and Naturalization Service. In September 1941, according to a report published in the Associated Farmer of October 22, 1941, a petition had been presented to the United States Immigration and Naturalization Service asking that permission be given to import 30,000 Mexican laborers, a major portion of whom would come into California. The Governor of California, in a telegram to the Service, urged that the petition be denied.

Early in 1942, the Dona Ana County, N. Mex. Farm and Livestock Bureau submitted a brief to Congressional representatives requesting that immigration laws be modified or rescinded with respect to that area to permit limited migration of Mexican workers for the purpose of chopping and picking cotton (1). In this same period, according to one report, sugar-beet growers in California asked the United States Employment Service to recruit Mexican field workers. After making an effort to meet the requests through local recruitment, the Employment Service certified to the Immigration and Naturalization Service on May 15, 1942, that 3,000 Mexicans would probably be needed in the State to work on the sugar-beet crop (15,p.1).

Before this certification was made, the California USDA war board recommended that the Department of Agriculture investigate the possibility of importing Mexican labor. The recommendation was discussed at an April 13, 1942, meeting of the Department war board. Raymond C. Smith of the Department's Interbureau Labor Committee was asked to investigate, with the State Department and Employment Service, the procedure to be followed if it should become necessary to use Mexican labor during the 1942 season. At this meeting, Mr. Smith reported that Montana and Idaho, and possibly Utah, were the States in which the sugar-beet labor situation would probably be most acute that season.

Informal inquiries made as to the attitude of the Mexican Government, revealed that certain guarantees regarding wages and conditions of employment would be a prerequisite to an agreement. This attitude of the Mexican Government was to be demonstrated later during the negotiations in Mexico (42,1943:9). To develop policies and standards which would provide a basis for negotiations, an informal interdepartmental committee was established in May 1942, in Washington. This Special Committee on Importation of Mexican Labor was composed of representatives of the Department of Agriculture, War Manpower Commission, Department of State, Office of Coordinator of Inter-American Affairs, Department of Justice, and Department of Labor. In formulating the proposal which was finally made to the Mexican authorities, the committee consulted with representatives of growers and other agricultural employers and with representatives of organized labor (15,p.1).

A meeting of a subcommittee of the Special Committee was held in the Department of Labor on May 7, 1943, to discuss the proposed standards under which the United States Employment Service could certify a specific need and the Immigration Service could permit the importation of Mexican labor. A vital question involved the matter of wages. One proposal made was that the Department of Labor, in cooperation with the United States Employment Service and the Department of Agriculture, should determine the wages to be paid imported farm workers, except in cases covered by the Sugar Act. A proposal made by the Employment Service was that wage rates be established equivalent to average wage rates for common labor working in industry in the areas in which Mexicans would be used. Representatives of the Department of Agriculture indicated that this suggestion would not be acceptable to the Department because, in general, such rates were substantially higher than existing agricultural wage rates in the area. 1/

The plans and preliminary conversations regarding the possible importation of Mexican farm workers were implemented in June 1942, when Secretary Wickard, as head of the United States delegation to the Second Inter-American Conference on Agriculture, initiated, in conjunction with State Department representatives, conversations with the Mexican Government regarding the importation of agricultural labor (40,p.8). The Mexican Government, according to Mr. Wickard, was reluctant to accede to the request for workers because of previous experiences the

1/ Memorandum, David Meeker, Office of Agricultural Defense Relations to Samuel Bledsoe, Assistant to the Secretary, May 7, 1942.

Government had had with large numbers of Mexican workers who had been stranded in the United States and it therefore insisted upon certain guarantees as to the treatment of their nationals (42,1943:9). In addition, some Mexican officials who did not particularly favor such a program finally agreed to it only as a part of Mexico's contributions to the war effort. On June 1, 1942, Mexico had declared war on Germany, Italy, and Japan.

An agreement was signed on July 23, 1942, between representatives of the United States Government and the Mexican Government, providing for the importation of Mexican nationals for employment as agricultural workers. 2/ The agreement, made effective by an exchange of notes on August 4, designated the Farm Security Administration as the responsible government agency and defined the terms under which the Mexican workers would be employed (66). General provisions of the agreement were:

1. It is understood that Mexicans contracting to work in the United States shall not be engaged in any military service.
2. Mexicans entering the United States as a result of this understanding shall not suffer discriminatory acts of any kind in accordance with the Executive Order No. 6802 issued at the White House June 25, 1941.
3. Mexicans entering the United States under this understanding shall enjoy the guarantees of transportation, living expenses, and repatriation established in Article 29 of the Mexican Labor Law.
4. Mexicans entering the United States under this understanding shall not be employed to displace other workers, or for the purpose of reducing rates of pay previously established

To implement the general principles mentioned above, specific clauses were established. These included:

Contracts:

- a. Contracts will be made between the employer and the worker under the supervision of the Mexican Government. (Contracts must be written in Spanish).

2/ The agreement was signed for the Department of Agriculture by John O. Walker, Assistant Administrator, Farm Security Administration, and David O. Meeker, Assistant Director, Office for Agricultural War Relations.

- b. The employer (Farm Security Administration) shall enter into a contract with the sub-employer, with a view to proper observance of the principles embodied in this understanding.

Admission:

- a. The Mexican health authorities will, at the place whence the worker comes, see that he meets the necessary physical conditions.

Transportation:

- a. All transportation and living expenses from the place of origin to destination, and return, as well as expenses incurred in the fulfillment of any requirements of a migratory nature shall be met by the employer.
- b. Personal belongings of the workers up to a maximum of 35 kilos per person shall be transported at the expense of the employer.
- c. In accord with the intent of Article 29 of the Mexican Federal Labor Law, it is expected that the employer will collect all or part of the cost accruing under (a) and (b) of transportation from the subemployer.

Wages and Employment:

- a. (1) Wages to be paid to the worker shall be the same as those paid for similar work to other agricultural laborers in the respective regions of destination; but in no case shall this wage be less than 30 cents per hour (U. S. currency); piece rates shall be so set as to enable the worker of average ability to earn the prevailing wage.
- (2) On the basis of prior authorization from the Mexican Government salaries lower than those established in the previous clause may be paid those emigrants admitted into the United States as members of the family of the worker under contract and who, when they are in the field, are able also to become agricultural laborers but who, by their condition of age or sex, cannot carry out the average amount of ordinary work.
- b. The worker shall be exclusively employed as an agricultural laborer for which he has been engaged; any change from such type of employment shall be made with the express approval of the worker and with the authority of the Mexican Government.
- c. There shall be considered illegal any collection by reason of commission or for any other concept demanded of the workers.

- d. Work for minors under 14 years shall be strictly prohibited, and they shall have the same schooling opportunities as those enjoyed by children of other agricultural laborers.
- e. Workers domiciled in the migratory labor camps or at any other place of employment under this understanding shall be free to obtain articles for their personal consumption, or that of their families, wherever it is most convenient for them.
- f. Housing conditions, sanitary, and medical services enjoyed by workers admitted under this understanding shall be identical to those enjoyed by the other agricultural workers in the same localities.
- g. Workers admitted under this understanding shall enjoy as regards occupational diseases and accidents the same guarantees enjoyed by other agricultural workers under United States legislation.
- h. Groups of workers admitted under this understanding shall elect their own representatives to deal with the employer, but it is understood that all such representatives shall be working members of the group. The Mexican consuls in their respective jurisdiction shall make every effort to extend all possible protection to all these workers on any questions affecting them.
- i. For such time as they are unemployed under a period equal to 75 percent of the period (exclusive of Sundays) for which the workers have been contracted they shall receive a subsistence allowance at the rate of \$3.00 per day.

For the remaining 25 percent of the period for which the workers have been contracted during which the workers may be unemployed they shall receive subsistence on the same bases that are established for farm laborers in the United States.

Should the cost of living rise this will be a matter for reconsideration.

The master contracts for workers submitted to the Mexican Government shall contain definite provisions for computation of subsistence and payments under this understanding.

Saving Fund

- a. The respective agency of the Government of the United States shall be responsible for the safekeeping of the sums contributed by the Mexican workers toward the formation of their Rural Savings Fund, until such sums are transferred to the Mexican Agricultural Credit Bank, which shall assume responsibilities for the deposit, for their safekeeping and for the application, or, in the absence of these, for their return.

Numbers:

As it is impossible to determine at this time the number of workers who may be needed in the United States for agricultural labor employment, the employer shall advise the Mexican Government from time to time as to the number needed. The Government of Mexico shall determine in each case the number of workers who may leave the country without detriment to its national economy.

Details of the part the Farm Security Administration was to play in importation of foreign workers were set forth on August 27, 1942. FSA was to set up administrative and procedural machinery to recruit and transport both domestic and Mexican farm workers into areas where the United States Employment Service certified that local workers were unavailable in sufficient numbers to meet the demand for labor and that nonlocal workers had to be recruited and transported for this purpose (60,no.418-43).

Importation of Mexican Workers, September 1942-April 1943.--

Actual operation of the foreign-worker transportation program began in September 1942. After certification from the United States Employment Service that 1,500 Mexican workers would be needed in California, 3/ Gilbert Sussman, of the Solicitor's Office of the Department, and Lawrence I. Hewes, Jr., of the Farm Security Administration, went to Mexico City, arriving on September 4, 1942, to make arrangements with the Mexican Government for transportation of the workers. Discussions were held with officials of the Mexican Department of Labor and the United States representatives were advised that a register of Mexicans seeking employment in the United States had already been set up. The discussions resulted in final agreement as to the type of contract that would be executed between the Farm Security Administration on behalf of the United States and the Mexican nationals who were to be transported as agricultural laborers to the United States. 4/

Machinery to select the workers to be transported was set up. A staff arrived from the United States and the Mexican Government provided personnel from its Labor Department, Immigration Service, and six doctors from its Public Health Service. The process of selecting workers began on September 21, and on September 25, the first 500 workers left for Stockton, Calif., arriving on September 29. 5/

3/ Letter, R. L. Webster, to T. P. Coats (President, Production Credit Corporation of Berkeley Calif.), Oct. 2, 1942.

4/ U. S. Farm Security Administration, Consolidated Progress Report of the Mexican Farm Labor Transportation Program of the Farm Security Administration, through November 20, 1942. [Unpublished.] 7

5/ Ibid.

Meanwhile, the California Wage Board, appointed by Secretary of Agriculture Wickard on August 26, 1942 (60,no.406-43), held hearings in Sacramento and Los Angeles, to determine the prevailing wage rate for agricultural workers to be transported by the Government into sugar-beet areas of California. Its findings were announced on September 12, 1942 (60,no.534-43). By November 1942, 3,000 workers had been transported into California for sugar-beet work (60,no.891-43). In all, 4,189 Mexican workers were transported to the United States during 1942.

The importation of Mexican workers into the United States was temporarily delayed when, in February 1943, the Mexican Government suspended the immigration of Mexican workers. This action was the result of the internal situation in Mexico. 6/ However, the reason for the action could not be publicized by the Farm Security Administration, and the Arizona and California contract growers placed responsibility for the suspension on that agency. 7/ Representatives of grower groups 8/ and of the Farm Security Administration 9/ went to Mexico City to make arrangements with the Mexican Government to resume the immigration of workers and on March 15, 1943, the Mexican Government stated that recruitment of agricultural labor would be resumed the next day. 10/ In his announcement on March 16 of this decision, the Secretary of Agriculture stated that orders for 6,000 workers were pending, and that representatives of the Department were in Mexico City at that time ready to select and contract workers and to bring them across the border (60,no.1870-43). Immediately following the announcement by the Mexican Government, 4,000 workers applied for agricultural work in the United States. Of this number, 600 signed for employment to relieve a labor shortage in citrus crops in southern California (60,no.1906-43). When the Office of Labor was established it was assigned responsibility for the Mexican labor program.

6/ Letter, George S. Messersmith, Ambassador to Mexico to Secretary of State, Mar. 3, 1943.

7/ Letter, William A. Anglim, Acting Regional Director, Farm Security Administration to J. O. Walker, Assistant Administrator, Farm Security Administration, May 1, 1943.

8/ Statement attached to letter of R. L. Webster, Assistant to the Secretary to Harry Shephard, U. S. House of Representatives, Mar. 10, 1943.

9/ Letter, Paul H. Appleby, Under Secretary of Agriculture to Secretary of State, Mar. 15, 1943.

10/ Letter, George Messersmith to Secretary of State, Mar. 15, 1943.

Agreements with Mexico, 1943-47

Amended Agreement, April 26, 1943.-- Certain changes in the agreement of August 4, 1942, were proposed by the Mexican Government and negotiations were undertaken March 16, 1943, between a representative of the American Embassy, assisted by Lawrence I. Howes and Harry F. Brown of the Farm Security Administration, and representatives of the Mexican Government. These negotiations resulted in an amended agreement which was confirmed by an exchange of notes dated April 26, 1943. 11/

On the whole, the amendments made no basic changes in the original agreement. The first change merely included Article 29 of the Mexican Federal Labor Law regarding guarantees of transportation, living expenses and repatriation. This served as a clarification as the original agreement specifically referred to the Article and provided that the workers should enjoy its guarantees. The second change provided that the wages paid should "be the same as those paid for similar work to other agricultural laborers under the same conditions within the same area, in the respective regions of destination." The phrase "under the same conditions within the same area" was new. The sentence regarding the minimum wage was strengthened by the addition of the phrase "In any case wages for piece work or hourly work will not be less than 30 cents per hour." Any change in the worker's locality was to be made only with his approval.

The next change was one that had not been previously approved by the War Food Administration. It provided that the Mexican workers would be furnished hygienic lodgings without cost to them. According to the records, the phrase "without cost to them" had been added and the War Food Administrator asked for clarification of the situation. 12/ The American Embassy in Mexico asked the Mexican Government to agree to modification of this language without success and the War Food Administration then agreed to accept the change until it and several other provisions could again be made the subject of discussion. 13/

Perhaps the most important change made it clear that the workers were to receive lodging and subsistence without cost for 25 percent of the contract period during which they were unemployed and when such unemployment was not caused by their unwillingness to work. During 75 percent of the contract period they were, as previously,

11/ Letter, Cordell Hull, Secretary of State to Claude R. Wickard, Secretary of Agriculture, May 10, 1943.

12/ Letter, Chester C. Davis, War Food Administrator to Secretary of State, May 15, 1943.

13/ Letter, Col. Philip G. Bruton, Deputy Administrator, War Food Administration to Secretary of State, Sept. 4, 1943.

to receive a subsistence allowance of three dollars for each day unemployed. Other changes provided that the rights of Mexican Consuls and Mexican Labor Inspectors to take all possible measures in the interests of the workers were to be recognized and that certain technical changes in transmitting savings funds to Mexico were to be made.

The amended agreement remained in effect for the duration of the war program. Its provisions were modified at various times by amendments and by changing the individual work agreements.

Modifications of Individual Work Agreements, 1943-44.-- An obvious change that was necessary in these individual work agreements was the substitution of the War Food Administration for the Farm Security Administration and the Department of Agriculture as the responsible agency for the administration of contracts. Agreement as to the exact form of the revised individual work agreements was difficult and before formal agreement was reached, the representative of the War Food Administration in Mexico City was obliged to have a new supply of agreements printed. He changed the phrase "Farm Security Administration" to "War Food Administration" and made a few other changes approved in the amended agreement. 14/ These changes were formally approved with others in an exchange of notes in May 1944. 15/

Other changes approved in this exchange of notes were unimportant except for one which provided that for each calendar day (exclusive of Sundays) on which the worker was willing and physically able to work and was not provided employment in excess of 4 hours, he was to receive subsistence without cost to him. The provision of the Agreement of April 26, 1943, which provided for subsistence during 25 percent of the period of unemployment had already been the subject of protest on the part of the growers. Shortly after the agreement was made effective, the War Food Administration assumed responsibility until the end of 1943 and employers of labor were notified that on or after January 1, 1944, they must assume this expense. 16/ As the 1944 contracts were presented to growers for signature, both the field offices and the central office began to receive protests from growers and growers' associations. The

14/ Letter, Harry F. Brown, Associate Coordinator, Southwestern Division, Office of Labor to S. E. O'Donoghue, Second Secretary, U. S. Embassy, Mexico, Nov. 16, 1943. For text of this Work Agreement, see (42,1944:117-122).

15/ Letter, George S. Messersmith, Ambassador of the United States of America to Ezequiel Padilla, Foreign Minister of Mexico, May 12, 1944; letter, Ezequiel Padilla to George S. Messersmith, May 19, 1944.

16/ Letter, Lt. Col. Henry Walsh, Acting Director of Labor to Elbert D. Thomas, United States Senate, Mar. 24, 1944.

main reason advanced for the protests was that the growers were forced to assume liability for conditions over which they had no control, that is, that most unemployment would result from bad weather. Second, they protested that this guarantee gave the Mexicans an advantage over native workers and would thus create dissatisfaction. 17/ The Office of Labor, however, had no alternative to asking the growers to assume the obligation. Its appropriation did not allow it to continue guaranteeing the workers subsistence under this clause, in addition to the expense of recruiting, transporting, housing, and giving medical care for which it was already liable. 18/

The new provision for furnishing subsistence on each day (exclusive of Sundays) on which the worker was willing and physically able to work and was not provided employment in excess of 4 hours was designed to simplify the operation of the program for both workers and employers. It was impossible on the old basis to calculate whether, from day to day, an unemployed worker was entitled to cash payment or to subsistence without cost. This resulted in confusion and misunderstanding. However, the new provision did mean increased costs for some employers and when the regulation came into effect there were protests. Nevertheless, few, if any, contracts were canceled on this account.

Modification of Work Agreement, 1945.-- The clause of the work agreement covering the 75-percent employment guarantee was again the subject of negotiation early in 1945. After preliminary correspondence and conferences, the Director of Labor went to Mexico in March 1945 and, in cooperation with officials of the Mexican Ministry of Labor, worked out a revised individual work agreement. 19/ This agreement went into effect on April 24, 1945. 20/ The new clause in the employment guarantee provided a system whereby the worker would be paid the cash subsistence allowance due him at the end of each payroll period. The previous system whereby the worker was forced to wait until the termination of his contract for this allowance had been the subject of many complaints by the workers. Under the new plan, the worker was guaranteed employment for 75 percent of the period during which he had been contracted. At the same time, he was to be paid a subsistence allowance of \$3.00 for each day he was

17/ Letter, E. E. Wist, President, Delta Farms, Scappoose, Ore. to R. T. Magleby, Chief of Operations, Northwestern Division, Office of Labor, Feb. 23, 1944; letter, U. S. Alderman to R. T. Magleby, Jan. 17, 1944. There are several other telegrams and letters of protest in the files.

18/ Letter, Lt. Col. Wilson R. Buie, Assistant Director of Labor to R. T. Magleby, Jan. 22, 1944.

19/ Letter, Sidney E. O'Donoghue to Secretary of State, May 16, 1945.

20/ Letter, William A. Anglim, Chief of Operations, Southwestern Division, Office of Labor to Director of Labor, Apr. 30, 1945.

not furnished employment on 75 percent of the calendar days during any payroll period (exclusive of Sundays and days in travel status). These payments were to be charged against the 75-percent guarantee of the contract period but if the worker received payments by the payroll system in excess of the amount due him for his contract period he was allowed to retain the excess.

The worker was also to receive subsistence without cost, on each calendar day, exclusive of Sundays, on which he was willing and able to work but was not furnished employment. This latter right was in addition to any rights to cash subsistence payments. In determining cash subsistence for the entire contract period, a day on which the worker worked less than 8 hours was not to be considered a work day and the hours worked could be totaled to determine the period of unemployment. But, in computing payments to be made at the end of a payroll period, a day upon which the laborer worked any time at all was to be considered a day of employment. 21/

Other adjustments were comparatively minor and made no changes in policies already established.

Modification of Agreements, 1946.-- In the latter part of January 1946, the Director of Labor went to Mexico to discuss with Mexican officials a recruiting program for 1946. After receiving the proposals of the Mexican Government, the Director felt that he would have to confer with the Secretary of Agriculture before attempting to conclude an agreement and he returned to Washington. The main point at issue, according to a letter from Secretary Anderson to Fred L. Crawford, United States Representative from Michigan, was Mexico's request that her nationals not be used in Colorado, Illinois, Indiana, Michigan, Montana, Minnesota, Wisconsin and Wyoming. This request was based upon reported discriminatory treatment and unsatisfactory earnings of Mexican nationals working in the cultivation and harvesting of sugar beets.

In March 1946, the Director of Labor returned to Mexico and reached a satisfactory understanding with Mexican officials regarding amendments to the agreement of April 26, 1943, and to the individual work agreements. The proposed restrictions on employment were not in the agreement but the two Governments agreed that care would be taken to safeguard the contract rights of sugar beet workers. 22/

21/ Memorandum, K. A. Butler, Acting Director of Labor to William A. Canon, Chief of Operations, Central Division, Office of Labor, June 20, 1945.

22/ Letter, Wilson R. Buie, Director of Labor to George S. Messersmith, Mar. 20, 1946.

Three basic changes were made in the work agreement: (1) The minimum guaranteed wage was increased from 30 to 37 cents an hour. (2) Each worker was guaranteed employment to enable him to earn at least \$33.60 every 2 weeks. If the worker was willing and able to work and did not earn \$33.60 in the 2-week payroll period, the deficiency was to be paid by the employer. In addition, the worker was entitled to free subsistence for each workday, excluding Sundays, on which he was willing and physically able to work and was not provided employment for more than 4 hours. (3) The provisions of the previous agreement for savings funds to be sent to Mexico were deleted from the agreement and deemed inoperative. 23/

These changes were incorporated in the individual work agreements and in addition, representatives of the two Governments agreed upon several other changes in the individual work agreements. Chief of these were: Workers and Mexican special inspectors were to be notified of the locality to which workers were to be transferred and a worker was not to be transferred from one locality to another without previously having been paid all wages due him; upon arrival for work in sugar beets, each worker was to be furnished a schedule of the applicable basic wage rates established for the region under the Sugar Act of 1937; the contract provided for continuous employment until December 31, 1946, with, however, the provision that employment might be terminated sooner with the consent of a representative of the Mexican Government; and a special inspector of the Mexican Government was to be notified of all alleged violations of contract by Mexicans and was to have the right to participate in all such cases. 24/

On April 24, 1946, after conferences on April 19 of representatives of the sugar-beet industry with the Secretary of Agriculture and the Director of the Labor Branch, the Department of Agriculture assumed part of the liability for time lost by workers because of weather conditions. The pertinent paragraph in the new Employment Agreement read as follows:

The employer shall furnish each worker employment which will enable the worker to earn in any bi-weekly payroll period not less than \$33.60. If the gross earnings of the worker are less than the minimum specified herein, the employer shall pay a subsistence allowance in the amount of the deficiency. If the worker is assigned to the employer only part of the payroll

23/ Letter, J. Castillo Najera, Foreign Minister of Mexico to George S. Messersmith, Apr. 30, 1946; and letter, Howard A. Preston, Acting Director of Labor to John Willard Carrigan, Chief, Division of Mexican Affairs, State Department, June 6, 1946.

24/ Letter, Wilson R. Buie to George S. Messersmith, Mar. 20, 1946.

period or, if the worker is unwilling or unable to work on any day of the payroll period (exclusive of Sundays) his minimum earnings or subsistence allowance, if any, shall be reduced proportionately. All hours of a work day in which the worker is not available for work during the payroll period shall be deducted from the minimum earnings or subsistence allowance specified herein at the rate of \$0.35 for each such hour not worked. After full allowance has been made for all other causes of unemployment, the Department shall reimburse the employer for the remaining portion, if any, of such subsistence allowance that results directly and only from unemployment for more than 4 hours in any work day caused solely by rainfall or snowfall on such day of unemployment, or solely by reason of rainfall or snowfall on the day immediately preceding such day of unemployment. Such reimbursement shall be paid upon demand therefor by the employer after the expiration of each payroll period: the demand to be supported by receipts signed by the worker, evidencing such subsistence allowance payments. For the purpose of computations under this paragraph a work day shall consist of 8 hours. 25/

This clause was of considerable assistance to employers of Mexican farm workers. However, there were unusually severe snowstorms in the Rocky Mountain States during November and December 1946, and many sugar-beet growers asked the Department to assume a still greater part of the liability for subsistence allowances to the Mexican workers. This the Department was unable to do. 26/

Work Agreement, 1947.-- No modifications of the work agreement or of the agreement of April 26, 1943, were made in 1947. However, the Governments of Mexico and the United States reached certain specific understandings that were to be given effect by appropriate administrative action. Some paragraphs of the notes exchanged merely restated contract provisions in effect. Other paragraphs contained provisions that had not previously been made definite. In summary, the more important of these, were: Workers who were to be employed in work on sugar beets were to be informed of that fact; if necessary to repatriate workers before expiration of contracts, workers who had been in the United States over longer periods of time were to be repatriated before recent arrivals; food must be provided to workers at cost, which

25/ Memorandum, Howard A. Preston to William H. Tolbert, William A. Anglim, and Arthur E. vonBergen, Apr. 24, 1946.

26/ Letter, Clinton P. Anderson to the Honorable Wesley A. D'Ewart, United States House of Representatives, Dec. 13, 1946.

must not exceed \$1.50 per day; and, if on the expiration of his contract, the worker was not returned to Mexico for reasons beyond his control, beginning on the 15th day following the expiration of his contract, he was to be paid 50 cents for each day up to the date of embarkation for Mexico, in addition to all other benefits previously provided. 27/

Recruitment

Recruitment in 1943.-- From January through April 1943, the Farm Security Administration brought 11,047 Mexican workers into the United States and during May 1943, the Office of Labor transported an additional 7,852. During May, 17,880 Mexicans were employed under contract by American farmers in 10 States (103,p.8).

The number of Mexican farm laborers in the United States at this time was considerably less than the 50,000 limitation that had been set by the Mexican Government and this fact had already caused some concern. Between January 16, 1943, and February 8, 1943, processing of recruits was suspended because of the lack of firm orders for workers from the United States. From February 8, 1943, to March 15, 1943, processing was suspended by the Mexican Government without an official explanation. 28/

On April 15, 1943, the American Embassy in Mexico advised the Secretary of State that certifications for only 23,200 workers had been received and that needs had been estimated at only 26,200. As the Mexican Government had stated that it was willing to consider the recruiting of 50,000 workers and the Embassy had endeavored to impress the Mexican Government with the urgent need of labor in the United States, it was felt that it would be unfortunate to require less than 50,000 workers and it was urged that further figures on estimated needs, followed closely by certifications, be furnished. 29/ On May 28, 1943, the War Food Administration advised the State Department that several additional certifications were in process and that it would be necessary to recruit and transport approximately the full number of 50,000 agricultural workers during 1943. 30/

27/ Letter, Walter Thurston, Ambassador of the United States of America to Jaime Torres Bodet, Secretary of Foreign Relations, Mexico, Mar. 25, 1947.

28/ Letter, Harry F. Brown to Thomas A. Robertson, Consultant, U. S. War Food Administration, Apr. 13, 1943.

29/ Letter, Herbert S. Bursley, Counselor, United States Embassy, Mexico to Secretary of State, Apr. 15, 1943.

30/ Letter, Jesse W. Tapp to Secretary of State, May 28, 1943.

By the end of August 1943, 40,374 workers had been transported to the United States and orders for workers were such that the American Embassy had requested the Mexican Government to permit the contracting of 75,000 workers instead of 50,000. The Mexican Government was faced with two problems in this regard. First, the program was opposed by agricultural officials in Mexico who felt that the sending of large numbers of agricultural workers to the United States was disrupting the national economy. Second, Mexican officials who favored the program felt that the standards of recruitment were so high that to supply additional workers would be difficult and would, as opponents claimed, affect the domestic economy. The influences toward allowing a larger number to leave were that Mexico was aiding in the war effort by making laborers available to replace United States workers who had entered the armed forces and that the laborers were gaining valuable experience and earning good wages, part of which were returned to Mexico. 31/

About this time, the Mexican Government asked that the American Government send recruiting crews into agricultural areas designated for recruiting, make preliminary selections of workers, and assume the costs of transporting the workers so recruited to Mexico City and of returning them if they were rejected there. Up to this time all recruiting by the American Government had been concentrated in the National Stadium in Mexico City. The stadium had been provided rent-free by the Mexican Government and had been used as the recruiting center since April 5, 1943. 32/ Workers were issued certificates of eligibility by local Mexican authorities and then reported to the stadium. It had been charged in the Mexican press that the certificates were sold instead of issued in accordance with regulations and in 1945, a number of Government employees were indicted for this practice (15,p.6). Too, a good many workers left their home communities without certificates and traveled to Mexico City in the hope of being contracted. This obviously led to confusion and disruption of local economies. Once in Mexico City, the candidate for a contract reported to the stadium, was enrolled by the Mexican Ministry of Labor, and issued an enrollment card. He was then interviewed as to qualifications and experience and given a medical examination, including a chest X-ray. If he passed these examinations he was photographed and vaccinated against smallpox and the contract and working conditions were explained. The contract was prepared and signed, the United States Immigration and Naturalization

31/ Letter, J. F. McGurk, Assistant Chief, Division of the American Republics, Department of State, to Col. Philip G. Bruton, Aug. 19, 1943, transmitting a report by George S. Messersmith dated Aug. 11, 1943.

32/ Letter, Harry F. Brown to Thomas A. Robertson, Apr. 13, 1943.

Service issued the worker a permit of entry card, the Mexican Immigration Service issued him an Identification Card, and the Office of Labor issued him U. S. ration books. The final step was the central control desk where all of the worker's documents were checked and his name entered on a train list. It was estimated that the entire process required about $2\frac{1}{2}$ hours of the worker's time. 33/

Under the new plan proposed by the Mexican Government, field crews would carry out the first part of this processing, including the physical examination except for X-ray diagnosis, and the United States would pay the costs of transporting the workers to Mexico City. The Office of Labor agreed to the proposal for field crews provided the Mexican Government agreed to increase the number of workers who might be employed, but did not agree to provide transportation for the workers to and from Mexico City. 34/ No action was taken on these proposals during 1943.

However, the Mexican Government, in reply to a formal request of the American Ambassador, agreed on October 5, 1943, to permit the recruiting of 25,000 additional workers. 35/ Furthermore, it agreed that the number of workers in the United States should be maintained at 75,000, an important concession in view of the repatriations that were in continual process.

As the 1943 season was drawing to a close and recruiting was to be suspended at the end of November, 36/ no attempt was made to reach the new ceiling in 1943. The previous ceiling was exceeded in November and the final figures showed that 52,131 workers had been transported to the United States during 1943. 37/ As of December 31, 1943, there were 17,222 Mexican agricultural workers in the United States and of these, 2,177 were missing, in custody, or in transit (103,p.8).

33/ Letter, Harry F. Brown to Thomas A. Robertson, Apr. 13, 1943.

34/ Letter, Col. Philip G. Bruton to William A. Anglin, Sept. 7, 1943.

35/ Letter, Herbert S. Bursley to Secretary of State, Oct. 12, 1943.

36/ Letter, William A. Anglin to Mason Barr, Chief, Interstate and Foreign Labor Branch, Office of Labor, Nov. 15, 1943.

37/ In (103,p.5) the figure is given as 52,098, but a recount of cards by the Labor Branch, FMA, gave a total of 52,131.

Recruitment in 1944.-- Preparations were made early in 1944 to resume recruiting. However, the Mexican Government requested that the United States furnish assurances that the program for recruiting, transporting, and handling of Mexican workers in 1944 would be carried on through a Federal organization as was done in 1943. 38/ Recruiting began when this point was settled by the passage of Public Law 229 authorizing the program for 1944. The first train load of 600 workers left Mexico City on February 17. At the same time that this shipment was announced, an estimate that 52,000 Mexican workers would be needed during 1944 was released to the press (60,no.1698-44). A month later the War Food Administrator was discussing recruitment on the basis of obtaining and maintaining 75,000 workers. 39/

The problem of the decentralization of recruiting had not been solved and the Director of Labor went to Mexico in an endeavor to see that any arrangements made would not decrease the number of workers transported to the United States. He proposed that recruiting crews be sent to outlying areas designated by the Mexican Government and that final processing be completed at the Mexico City stadium. 40/ The Mexican Government was anxious to close down all recruiting in Mexico City so that the drift of workers from outlying districts to the city would cease. However, the program continued on much the same basis until July, when the Mexican Government gave permission to go into two outlying areas, Irapuato in the State of Guanajuato and Guadalajara in the State of Jalisco. 41/

One reason for a delay in putting any new plan into effect was the great need for extra laborers in May and June to work in sugar-beet production. This meant that every effort had to be devoted to the details of scheduling, recruiting, and transporting. Through the cooperation of the Mexican Government, the June quota was increased from 14,000 to 20,000 (60,no.2473-44).

Recruitment continued according to schedule until the last of August. The Office of Labor planned to bring 8,500 workers into the United States in September, which would have brought the total to a figure slightly under 75,000. However, the shortage of available workers was such that only 642 could be recruited. As there was no

38/ Letter, Marvin Jones, War Food Administrator to Secretary of State, Jan. 26, 1944.

39/ Letter, Marvin Jones to Secretary of State, Mar. 17, 1944.

40/ Letter, Col. Philip G. Bruton to Harry F. Brown, Apr. 4, 1944.

41/ Letter, William A. Anglim to Brig. Gen. Philip G. Bruton, July 6, 1944.

possibility of recruiting any additional workers in time to meet the demand for laborers for the fall harvest, the program was discontinued 42/ and the last group of workers left Mexico City on September 2. 43/ All told, 62,191 Mexican agricultural workers were transported to the United States during 1944. On December 31, 1944, there were 32,549 still in this country. Of these, 32,053 were employed in agriculture and 496 were in transit or missing (43,2:113).

Recruitment in 1945.-- The Director of Labor estimated in January 1945 that 60,000 workers in addition to those already in the country would be required in 1945 and he requested that the Mexican Government grant permission to start the immediate recruiting of workers for California pending modifications of the individual work agreement. 44/ The Director went to Mexico to discuss the new agreement and arranged for the first shipments during 1945 to leave Mexico the last week in February. 45/ It was also agreed at this time that the base for the final processing of workers should be moved from Mexico City to Irapuato in the State of Guanajuato. 46/ Recruiting was to be based on quotas made available by the various Mexican States which had surplus labor. In March, quotas of 5,000 workers from Aguascalientes and 10,000 from Caxaca were made available but the Office of Labor representative in Mexico City reported that there were no other quotas in sight. 47/ A month later, on April 19, recruiting began again in the Federal District. Partly in order to make it clear that men were not chosen for contracts through bribery or the buying of certificates of eligibility, the Mexican Government placed this recruitment on a lottery basis, tying it in with a census of unemployed. 48/

This program continued for about 3 months and a considerable number of workers was supplied. Then in July 1945, recruiting was discontinued in the Federal District (Mexico City) by order of the Mexican Government and the State of Zacatecas was assigned as a recruiting area. It was estimated that not more than 3,000 workers could be secured from that area. 49/

42/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Sept. 20, 1944.

43/ Letter, C. E. Herdt, Chief, Operations Branch, Office of Labor to Herman Landon, Chief, Exclusion and Expulsion Division, Immigration and Naturalization Service, Sept. 22, 1944.

44/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Jan. 11, 1945.

45/ Letter, C. E. Herdt to William A. Anglim, Feb. 15, 1945.

46/ Letter, C. E. Herdt to William H. Tolbert, Chief of Operations, Northwestern Division, Office of Labor, Sept. 26, 1945.

47/ Letter, Harry F. Brown to Brig. Gen. Philip G. Bruton, Mar. 21, 1946.

48/ Letter, Harry F. Brown to William A. Anglim, Apr. 24, 1945.

49/ Letter, Clinton P. Anderson, Secretary of Agriculture to Secretary of State, July 28, 1945.

On July 18, 1945, officials of the United States Department of Agriculture met to consider the labor program, particularly the recruitment of imported labor. Recruitment had already been discontinued in all foreign countries except Mexico and it appeared that the allotment of 75,000 set by the Mexican Government had been closely approached. Difficulties of additional recruitment and transportation, limited funds, and availability of greater numbers of prisoners of war all influenced a decision that the recruitment of Mexican Nationals should be discontinued as soon as possible. The California field office was advised of the decision on July 19 and the State extension directors and other field offices on July 21. 50/

The Department of State was not officially notified of the discontinuance of recruiting until July 28, 1945. However, Harry F. Brown, the Office of Labor representative in Mexico City, had been instructed to discontinue operation on July 21 and he immediately advised the American Embassy. As the program was carried on under an international agreement, the Embassy informed the Mexican Foreign Office of the decision. Mr. Brown also conferred with Labor officials regarding the discontinuation. The strain of the abrupt termination of the program was eased considerably when the local representative of the War Manpower Commission agreed to take over the labor which had been set aside by the Labor Ministry for the use of the War Food Administration. 51/ During 1945, 49,457 Mexican farm workers were transported to the United States. 52/

Recruitment in 1946.-- The first train of workers in the 1946 program left Irapuato, Mexico, on April 17, 1946, with 818 men aboard. 53/ Recruiting continued through June and was carried out in several States, the recruiting crews moving from one area to another. Recruiting was suspended in July and August and resumed in September after permission had been secured from the Mexican Government for this special recruitment for fall harvesting. A total of 32,046 workers were recruited and transported to the United States during 1946.

Recruitment in 1947.-- The 1947 recruiting program was carried out in April and May of that year. A total of 19,632 workers were recruited and transported to the United States.

50/ Ibid.

51/ Letter, Sidney E. O'Donoghue to Secretary of State, July 23, 1945.

52/ In (45,p.114) the figure is given as 49,454, but a recount of the cards by the Labor Branch, PMA, gave 49,457 as the total.

53/ Letter, Harry F. Brown to Wilson R. Buie, Apr. 18, 1946.

Non-contract and Illegal Entrants

Non-contract Workers.-- The figures showing workers recruited do not include illegal entrants nor such entrants as the 2,040 workers who came in during May 1943 without contracts under the authority of Public Law 45. The regulations which permitted these workers to enter without contracts were changed within a short time because they were in conflict with the International Agreement with Mexico but the workers were allowed to remain in Texas and New Mexico for a year. The War Food Administrator later requested that the Mexican Government permit the families of the workers to join them but the request was refused. 54/ In the spring of 1944, as the date which had been set for their return to Mexico neared, the War Food Administration requested that those of the workers who wished to remain in the United States be permitted to sign the standard Work Agreement. 55/ They would be assured all of the guarantees afforded workers under contract. Pending the result of these negotiations, the Immigration and Naturalization Service suspended action on returning the workers to Mexico. 56/ The matter was discussed at a meeting of Mexican and United States authorities concerned with the problems of illegal migration of Mexican nationals to the United States and it was agreed on June 2, 1944, that the 2,040 workers should be returned to the Mexican border in order that they might be contracted in accordance with the terms of the Agreement for employing workers. The Mexican Government subsequently refused to modify its position that the workers must be returned before they could be contracted. 57/ Shortly after this decision, 2,000 Mexicans, among whom may have been some of this group, were returned at Mexicali. War Food Administration officials were prepared to offer these workers contracts but the Mexican Government refused such permission. 58/

Illegal Entrants.-- While the entry of the group of Mexicans under Public Law 45 had been legal, many illegal entrants worked as agricultural laborers. No definite data are available as to how many such entrants, commonly known as "wet backs" because they supposedly swam the Rio Grande River in order to elude border officials, were employed in agriculture. During the hearings on the farm-labor program

54/ Letter, Chester C. Davis to Secretary of State, June 17, 1943; letter, Secretary of State to War Food Administrator, July 21, 1943.

55/ Letter, Wilson Cowen, Assistant Administrator, War Food Administration to Secretary of State, Mar. 17, 1944.

56/ Letter, K. A. Butler to C. E. Herdt, April 24, 1944.

57/ Letter, Luis Fernandez del Campo, Director, Division of Social Provision, Secretariat of Labor, Mexico to Harry F. Brown, Aug. 1, 1944.

58/ Letter, Brig. Gen. Philip G. Bruton to William A. Anglim, Sept. 18, 1944.

appropriation for 1944, it was suggested to Colonel Philip G. Bruton that the illegal entrants perhaps exceeded the number of contracted workers. However, Colonel Bruton stated that he doubted whether there were anything like that many (42,1944:53-54). At any rate, illegal entrants had been coming into the United States for years and when the Immigration and Naturalization Service found it necessary to deport these workers, some of the growers and growers' organizations in the border States protested strongly. This became particularly important in the fall of 1944 when the shortage of labor available for recruitment forced the suspension of recruiting before the goals were met. The Director of Labor explained this situation to the Director of the Los Angeles District of the Immigration and Naturalization Service. 59/ In reply, the Director of Labor was informed that Immigration personnel was inadequate to prevent all illegal entries or to apprehend those residing illegally in the border areas. Furthermore, ranches in Yuma and Imperial Counties were not being checked for illegal entrants while perishable crops were being harvested. 60/

Conversations between representatives of the United States and Mexico to devise a system for recruiting Mexicans then in the United States illegally, for employment under the Agreement of April 26, 1943, were held in 1945 and 1946. However, no mutually satisfactory agreement was reached. 61/

In January 1947, further conversations were held and a tentative agreement, which became effective April 10, 1947, was reached for contracting Mexican workers at border points. 62/ Emphasis in this agreement was upon the return of illegal migrants to Mexico and their subsequent recruitment under contract with employers in the United States but the way also appeared to be open for making direct employer-worker agreements with Mexicans who had not been in the United States. The arrangement was based upon the Immigration Act of 1917, which gave the Commissioner of Immigration and Naturalization authority to regulate the admission and the Department of Agriculture had no jurisdiction in the matter. However, the Immigration and Naturalization Service planned to request the Extension Service to furnish information regarding the domestic labor supply before permitting workers to enter the United States. 63/

59/ Letter, Brig. Gen. Philip G. Bruton to Albert Del Guercio, District Director, Immigration and Naturalization Service, Los Angeles, Calif., Sept. 22, 1944.

60/ Letter, Albert Del Guercio to Brig. Gen. Philip G. Bruton, Sept. 23, 1944.

61/ Letter, Wilson R. Buie to Division of Mexican Affairs, U. S. State Department, May 24, 1946.

62/ Letter, William A. Anglin to Wilson R. Buie, Mar. 28, 1947.

63/ Letter, Meredith C. Wilson, Deputy Director of Extension to State Farm Labor Supervisors, May 12, 1947.

The deportation of illegal entrants was related to another problem, that is, the deportation or other handling of contractual workers who broke their contracts with the War Food Administration but continued to work in agriculture. This situation arose when a worker who had been brought into the country under contract would leave the grower to whom he had been assigned and go to work for another grower on a noncontract basis. Reasons for such actions were varied -- an offer of higher wages, dissatisfaction with the kind of work assigned, disagreements with an employer, and so on. The problem became serious in California in the fall of 1943 when the Immigration and Naturalization Service in Los Angeles refused to deport such workers unless they were working outside agriculture. 64/ This meant that the Office of Labor was losing control over the workers. The Washington office discussed the matter with officials of the Immigration and Naturalization Service but the latter felt that they could not take action in light of Public Law 45. 65/ However, the discussion continued and the point was emphasized when the regional director reported that 1,757 Mexican farm workers were missing in region Six as of November 6, 1943. 66/

Arrangements were finally made for returning such workers but even though the Immigration and Naturalization Service cooperated with Office of Labor personnel, the Service did not have enough agents to handle the problem. Thus, on August 27, 1945, it was reported that more than 9,000 Mexican workers were listed as missing. Even though many of these workers had probably returned to Mexico on their own volition, many others were undoubtedly still in the United States and in either case the matter of record-keeping was becoming complex and difficult. 67/

At times, Mexican workers became dissatisfied with their work or with some phase of their working conditions, left their jobs, went to the nearest large city, then asked to be repatriated. In Chicago, in 1944, that problem became acute and, as the Office of Labor had no camps in that immediate area, some workers were held in jails while awaiting transportation to Mexico. The Mexican Government protested and said that reports spread by these workers when they returned to Mexico were damaging the recruitment program. 68/ The Office of Labor

64/ Letter, William A. Anglim to Col. Philip G. Bruton, Oct. 9, 1943.

65/ Letter, Mason Barr to Robert W. Shields, Solicitor, Department of Agriculture, Oct. 16, 1943.

66/ Letter, William A. Anglim to Mason Barr, Nov. 12, 1943.

67/ Letters, William A. Anglim to Director of Labor, July 11, 1945 and Aug. 27, 1945; letter, A. C. Devaney, Acting Assistant Commissioner, U. S. Immigration and Naturalization Service to C. E. Herdt. Sept. 19, 1945.

68/ Letter, John Willard Carrigan to Brig. Gen. Philip G. Bruton, Sept. 1, 1944.

then arranged for the Mexicans to stay in boarding houses pending their return to Mexico. 69/ This arrangement was satisfactory to the Mexican Government. 70/ Meanwhile, R. W. Ballard, Director of Hull House in Chicago, advised the War Food Administrator that workers were abandoning the fields in Michigan because of low wages, poor living conditions, and surplus labor. 71/ Mr. Ballard suggested that as these workers were available, they be given employment in canning and other industries in Chicago. The Assistant Administrator replied that abandonment of work was a violation of contract and of the terms of admittance to the United States. The only remedy was repatriation or deportation. 72/

Early termination of Individual Work Agreements.-- A problem related to that of workers who deserted their jobs was that of workers who wished to return to Mexico before the completion of their contracts. Like the former, some workers disliked the type of work they were doing or had disagreements with their employers. In addition, some became homesick, felt that they had earned enough, worried about various interests in Mexico, or had sickness, death, or other problems in their families in Mexico. A few individuals returning did not affect the program seriously and the Office of Labor attempted to be reasonable in permitting workers to terminate their contracts before termination dates when reasons for so doing were pressing and legitimate. However, repatriations on a large scale before the expiration of contracts threatened the entire program.

The difficulty in administering the contract so far as repatriation was concerned was that if the Office of Labor refused to repatriate a worker until he had fulfilled the terms of the contract, there was no way to prevent the laborer from refusing to work. 73/ The Office of Labor requested that the State Department present the matter to the Mexican Government with the information that the Office of Labor would permit workers who wished furloughs to return to Mexico at their own expense. 74/ The Mexican Government approved the furlough plan and the Ministry of Labor issued instructions in December 1943, to Mexican workers in the United States advising them that they could not be repatriated before the termination of their contracts except on the most urgent family matters, such as illness or death and that such illness or death must be certified by competent authorities. 75/

69/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Sept. 4, 1944.

70/ Letter, William G. MacLean to Brig. Gen. Philip G. Bruton, Sept. 17, 1944, transmitting a memorandum of Sept. 12, 1944 from Sidney E. O'Donoghue.

71/ Letter, R. W. Ballard, Director, Hull House, Chicago, Ill., to Marvin Jones, Sept. 11, 1944.

72/ Letter, Grover B. Hill, Assistant War Food Administrator to R. W. Ballard, Sept. 18, 1944.

73/ Letter, William A. Anglim to Col. Philip G. Bruton, Sept. 1, 1943.

74/ Letter, Col. Philip G. Bruton to William G. MacLean, Division of the American Republics, State Department, Nov. 17, 1943.

75/ Letter, J. F. McGurk to Col. Philip G. Bruton, Dec. 24, 1943.

The Mexican Government had also taken an interest earlier in a rumor that Mexicans holding land under the ejido system would lose these lands if they went to the United States to work. This rumor naturally disturbed many of the workers and the President of Mexico reassured them by issuing instructions on July 7, 1943, that lands belonging to agricultural workers who had gone to the United States under the agreement were to be protected and kept intact for them on their return. Furthermore, the families of such workers were to be given all possible assistance. 76/

On May 16, 1944, the Director of Labor issued general instructions to the divisions regarding the termination of individual work agreements. 77/ Any worker who was repatriated before the expiration of his contract was required to pay his own return fare and subsistence to the extent that he had sufficient funds. If he did not have sufficient funds, transportation and subsistence would be furnished by the War Food Administration. In any case, any worker who was repatriated before expiration of the individual work agreement and who did not fully pay for his transportation and subsistence was not to be considered eligible for reselection for agricultural work in the United States. A worker who paid his own expenses was eligible for reselection if he was repatriated for a good reason and not for breach of contract and if his work record was satisfactory.

Early in 1945, in connection with the proposed revision of the individual work agreement, the Mexican Government suggested that the agreement be modified to permit the worker to terminate his agreement at any time and be returned to Mexico at the expense of the War Food Administration. The position of the Office of Labor was that it had been lenient in permitting the cancellation of contracts with individuals but that to permit every worker to terminate his contract at any time without due cause would mean that the Office would be unable to schedule employment and replacements and would lead to certain workers entering into contracts merely for a paid trip to the United States and return. 78/ The outcome of the negotiations was that no modification of the obligation to fulfill this particular phrase of the contract was made. However, it was agreed to cover certain points in a special note of May 7, 1945. 79/ Among these points was the provision

76/ Letter, Secretary of State to War Food Administrator, Aug. 24, 1943.

77/ Memorandum, Col. Philip G. Bruton to William A. Canon, R. T. Magleby, and William A. Anglin, May 16, 1944.

78/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Jan. 11, 1945.

79/ Letter, John Willard Carrigan to Col. Wilson R. Buie, June 5, 1945.

that the War Food Administration would assume the expense of repatriating the worker, even when he had left his assigned work, when the desertion was due to lack of fulfillment of the contract on the part of the farmer, to bad treatment, or to intolerable acts of discrimination, and when the worker had notified suitable authorities of his reason for leaving his work. The War Food Administration was relieved of its obligation only when the worker abandoned his employment without offering his reasons with the object of obtaining employment from someone not holding a contract with the War Food Administration or in work not related to agriculture.

Placement

During the period from 1943 to 1947, Mexican workers were placed in 24 different States. Mexican workers picked cotton in Arizona and stacked hay in Wyoming; they picked oranges in California and hoed sugar beets in Michigan; they herded sheep in Nevada and shocked wheat in North Dakota; they sacked potatoes in Washington and picked peaches in Colorado. Placements varied with seasons and types of crops and from year to year. The Mexican Government retained a certain authority over placements in that it reserved the right to approve or disapprove the employment of its Nationals in individual States.

Contracts with individual workers stated that changes of locality could be made only with the express approval of the worker and authority of the Mexican Government. This was interpreted to mean that workers could be moved only to States that had been approved by the Mexican Government as areas in which its Nationals could be employed. Thus, in testifying before a Congressional committee, the Director of Labor stated that in 1943 his Office was not permitted to move workers into Texas and New Mexico but that the Mexican Government had tentatively agreed to the movement in 1944 (42,1944:53-54).

The refusal of the Mexican Government to permit workers to be recruited for employment in Texas was based upon reports that cases of discrimination against Mexicans resident in that State had been widespread. The Texas State government assured the Mexican officials that it would take all possible steps to meet the problem and in the summer of 1943, the Mexican Government agreed that, although public opinion in Mexico was strongly opposed to such direct recruitment, Mexican labor might be diverted from elsewhere in the United States to Texas. 80/ The difficulty in such a procedure was that the Mexican laborers themselves did not wish to transfer from high-wage areas to Texas, where lower wages were paid, and no Mexicans were transferred.

80/ Letter, J. F. McGurk to Col. Philip G. Bruton, Aug. 19, 1943, transmitting despatch of Aug. 11, 1943 from George S. Messersmith.

Permission for laborers to move into the various States in 1944 was predicated upon the War Food Administration retaining full authority in the handling of the laborers. On February 11, 1944, the War Food Administration requested permission to recruit workers for employment in California and on February 26, 1944, it requested permission for recruiting for use in the States of Nevada, Arizona, Colorado, Kansas, Montana, Nebraska, North Dakota, South Dakota, Wyoming, Idaho, Oregon, and Washington. 81/ The Assistant Secretary of State advised the War Food Administration on April 8, 1944, that such permission had been granted and the War Food Administrator then requested that similar permission be secured for recruiting labor for Iowa, Michigan, Minnesota, New Mexico, Utah, and Wisconsin. 82/ This permission was granted the last of April. 83/ Similar requests were made later for Missouri, Mississippi, Indiana, Illinois, Ohio, and Arkansas. 84/ It may be noted that the War Food Administration was still unable to reach an agreement with the Mexican Government which would permit the direct importation of Mexican Nationals into Texas. 85/ Requests for approval in certain of these States was to prove rather academic in that no Mexican workers were used in Arkansas, Mississippi, or Missouri during the period covered by this study.

Extension of Contracts and Repatriation

The number of workers employed at any one time was never equal to the number transported into the country because, in addition to those in transit and missing, a continuous repatriation reached its height at the end of each year. A part of the flow was made up of individuals whose contracts were terminated before the expiration dates and included those who had legitimate reasons for asking for repatriation, including illness, and those who were repatriated for breaking their contracts by desertion, by refusal to work, or by some other method. By far the most important single cause for repatriation, however, was the expiration of contracts. Thus, of 29,302 persons repatriated from California, Nevada, and Arizona, during the period October 23, 1942, to April 8, 1944, 14,791 were repatriated because of the expiration of their contracts. 86/

81/ Letter, Marvin Jones to Secretary of State, Feb. 26, 1944.

82/ Letter, Wilson Cowan to Secretary of State, Apr. 17, 1944. California had been approved February 21, 1944.

83/ Letter, Secretary of State to War Food Administrator, May 17, 1944.

84/ Letter, Marvin Jones to Secretary of State, Aug. 3, 1944, Aug. 12, 1944, and Nov. 23, 1944.

85/ Letter, Marvin Jones to Milton H. West, U. S. House of Representatives, Sept. 1, 1944.

86/ Letter, William A. Anglim to George W. Hill, Chief, Program Branch, Office of Labor, Apr. 18, 1944.

Table 8.-- Mexican farm workers employed under the Emergency Farm Labor Program by States, specified dates

State	: Aug. 28, 1943	: Aug. 1, 1944	: Aug. 3, 1945	: July 26, 1946	: July 3, 1947
	: Number	: Number	: Number	: Number	: Number
Arizona	: 849	1,639	1,572	1,074	841
California	: 26,386	33,718	29,629	20,484	14,088
Colorado	: 1,096	3,319	1,926	717	595
Idaho	: 985	2,539	3,401	1,959	2,204
Illinois	: --	--	538	170	375
Indiana	: --	60	205	87	84
Iowa	: --	1,178	1,467	1,378	188
Kansas	: --	297	97	212	190
Michigan	: --	2,193	3,129	2,164	30
Minnesota	: 381	803	1,027	1,088	1,989
Montana	: 878	4,195	3,327	1,158	3,209
Nebraska	: 154	820	1,191	839	1,035
Nevada	: 549	656	818	426	128
New Mexico	: --	--	--	23	--
North Carolina	: --	--	--	--	410
North Dakota	: --	1,727	1,182	--	185
Oregon	: 3,138	3,631	3,730	1,625	883
South Dakota	: 60	297	573	297	350
Utah	: --	711	1,046	704	900
Washington	: 1,220	4,351	5,393	2,788	1,277
Wisconsin	: --	272	1,031	1,828	1,686
Wyoming	: 339	1,026	405	328	634
U. S.	: 36,025	63,432	61,687	39,349	31,281

Generally, the Mexicans who wished to renew their contracts were furnished employment during the winter months. It was important that definite orders be placed for these workers before the contracts were renewed. This was emphasized in the fall of 1943 when approximately 400 more workers than could be used signed contract renewals in expectation of being transferred from region 7 to California. When they were informed that they would be repatriated instead, some of the workers were very disappointed. 87/

87/ Letter, R. T. Magleby to Col. Philip G. Bruton, Dec. 24, 1943.

As the appropriation for the Office of Labor was on a calendar-year basis and was sometimes temporarily extended before the new appropriation was finally passed, renewal contracts often included a phrase indicating that the extension was effective if authority and funds were made available by Congress. This caused no difficulties as both authority and funds were made available in successive years.

In the summer of 1944, the Mexican Government suggested that it be mutually agreed that upon the termination of the Agreement, the return of Mexican workers to Mexico should be carried out at a rate no greater than the rate by which they were recruited. 88/ The Director of Labor replied that as the contracts were for a specific period of time, usually 6 months, and that as only about 25 to 30 percent of the workers were willing to renew their contracts for any additional period, for the most part, the workers would be repatriated as their contracts expired over a period of time. Need for the labor would diminish gradually as domestic labor became available in increasing numbers. 89/ However, the Mexican Government continued to press for a definite agreement and the request was emphasized when the Attorney-General ruled that under the current law, Mexican workers were prohibited from staying in the United States more than 30 days after the discontinuation of hostilities. 90/ It was suggested that a clause be added to the 1945 appropriation bill to provide that workers might be held until the expiration of their contracts, but the suggestion came too late in that Congress made the full appropriation earlier than had been expected. 91/

Hostilities actually ceased August 14, 1945. However, official determination of this cessation was not made during the year and an appropriate sentence was inserted in the 1946 appropriation bill, extending the authority to admit laborers under Section 5 (g) of the Farm Labor Supply Appropriation Act, 1944, for the continuance of the program.

Repatriations caused no particular problems in 1944. Between January 1 and December 31, workers repatriated numbered 46,751 and on December 31, those employed in or available for agricultural work numbered 32,053 (43,1946:pt.2,p.115).

88/ Letter, John Willard Carrigan to Brig. Gen. Philip G. Bruton, Sept. 1, 1944.

89/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Sept. 4, 1944.

90/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Dec. 7, 1944.

91/ Letter, John Willard Carrigan to Brig. Gen. Philip G. Bruton, Dec. 27, 1944.

Between January 1, 1945 and September 30, 1945, the Office of Labor repatriated 14,354 Mexican agricultural workers. This left 43,641 to be repatriated between October 1, 1945, and December 31, 1945, as 25,000 were scheduled to remain in the United States into 1946 (45,p.114). The problem was complicated because the War Manpower Commission needed to repatriate a large number of laborers who had been working on American railroads and the Director of War Mobilization and Reconversion was called upon to allocate the available railroad facilities between the Department of Agriculture and the War Manpower Commission. 92/ The year ended with some workers whose contracts had expired still in the United States awaiting transportation. These workers were furnished lodging and food without cost and the Office of Labor tried to give them every possible consideration in arranging for recreation and their personal comfort. 93/

During 1946, transportation for repatriating workers was secured without difficulty. About 21,000 contracts were renewed. The Mexican Government requested that preference on renewals be given to sugar-beet workers for transfer to California and Arizona and to the most recent arrivals. 94/ This was done so far as was feasible. 95/

Administrative Problems

Many administrative problems were inherent in the Mexican labor program. Some were discussed in preceding sections but there were others. Generally they fell into two groups--problems that affected all or large groups of the workers and problems that affected individuals or small groups. The first group was brought to the attention of the Office of Labor by the Mexican Government or an outside agency. The second group usually was brought out by individuals or small groups of workers or by the Mexican Consuls and Labor Inspectors. One authority on Mexican workers stated in regard to complaints by individuals or small groups:

The number of complaints which reached the divisional and Washington offices is small but visits to the camps by impartial observers with a command of the Spanish language and a knowledge of the background and customs of the man have revealed that they have a great number of unanswered problems and many complaints to make (15,p.13).

92/ Letter, John W. Snyder, Director of War Mobilization and Reconversion to Secretary of Agriculture, Nov. 1, 1945.

93/ Letter, Howard A. Preston, Assistant Director of Labor to Harry F. Brown, Nov. 21, 1945.

94/ Letter, Harry F. Brown to Wilson R. Buie, Oct. 30, 1946.

95/ Letter, William A. Anglim to Wilson R. Buie, Nov. 26, 1946.

Food Facilities.-- The most persistent complaints concerned food and such complaints became the subject of discussion on the highest and lowest administrative levels. An official of the Office of Labor has suggested that, in many cases, complaints about food were not actually basic complaints but that the food question was brought up as a front for some other basic complaint such as lack of employment, differences with employers and supervisors, dislike of the type of work, and so on.

Feeding operations were of two main types: those operated by Government and those operated by growers or grower associations. During 1943, the Government facilities were actually operated indirectly through migrant-labor health associations and in some places the service was poorly organized (42,1944:167-169). The 1944 law was rewritten to permit the Office of Labor to operate these facilities on a revolving fund basis. Privately operated feeding facilities were subject to War Food Administration supervision but inquiry into them was usually made only when complaints arose. In some cases the workers assumed responsibility for their own meals and cooked for themselves or ate in boarding houses or restaurants. However, this latter procedure was seldom practicable.

Securing able cooks who were Mexicans or who had had experience in Mexican cooking was a problem that was never completely solved. On June 15, 1943, the War Food Administrator asked the Secretary of State to secure the permission of the Mexican Government for workers to volunteer as cooks. 96/ They would do this work under the terms of the contracts they held as agricultural laborers. The Mexican Government agreed to the request on July 8, 1943. 97/ At about the same time, the War Food Administrator was assisting the Trelkeld Commissary Company, which carried on the feeding of transit labor for the California Packing Company, to import 100 Chinese cooks and helpers from Mexico. 98/

Several specific comments as to the attitude of the Mexican workers toward feeding facilities were made by an authority on Latin American labor after visits in 1943 and 1944 to agricultural camps in California and Colorado. He stated in part:

96/ Letter, War Food Administrator to Secretary of State, June 15, 1943.

97/ Letter, Secretary of State to War Food Administrator, July 20, 1943.

98/ Letter, Cordell Hull to Marvin Jones, July 29, 1943.

Food preparation has not been adapted to the workers' habits sufficiently to eliminate vigorous criticisms. The men seem to agree on the following points: (1) the quantity of food is sufficient, (2) evening meals are plentiful, (3) breakfast often is served earlier than warranted, (4) bag lunches are universally disliked.

....In some camps efforts have been made to vary the diet more in accord with Mexican taste. The cold sandwich lunch with a piece of fruit, however, persists almost everywhere as the principal cause of discontent. 99/

The Director of Labor, in his comments on the memorandum, stated that the provision of satisfactory meals had been a recognized problem from the beginning of the program and that the supplying of satisfactory lunches had received a great deal of attention. In the few localities where it was possible, hot dishes were served with the lunch. In the camps operated by the Office of Labor, food was supplied on a nonprofit basis. 100/

On September 27, 1943, the Mexican Embassy forwarded to the War Food Administration a report on a camp in California which indicated that the workers were receiving poor food. There were no complaints concerning other accommodations in the camp or as to any adverse treatment by employers. 101/ This report led to a detailed study by W. B. Parker, Director of the California Farm Production Council. 102/ The feeding was under contract to a commercial commissary which had had a great deal of experience in group feeding. Here, as elsewhere, the trouble lay largely in the lack of cooks trained to prepare food in the manner to which the Mexican people were accustomed and in the difficulty of supplying sufficient rationed foods, particularly meat, to satisfy men who were working in the fields. Most farmers and domestic farm laborers who lived on farms were able to supply themselves with supplemental food from the farms, a condition which did not obtain in the case of the Mexican workers. To meet these main objections it was suggested that one Mexican cook be brought in with every 50 Mexican workers and that arrangements be made with the Office of Price Administration for larger rations.

99/ Memorandum transmitted to Brig. Gen. Philip G. Bruton by John Willard Carrigan, Sept. 23, 1944.

100/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Oct. 3, 1944.

101/ Letter, Rafael de la Colina, Mexican Embassy, Washington, D. C., to War Food Administration, Sept. 27, 1943.

102/ Letter, William A. Anglim to Mason Barr, Oct. 21, 1943, transmitting report by W. B. Parker. The California Farm Production Council was an agency of the State of California for assisting farm production.

In the summer of 1945, a Mexican Labor Inspector reported that the food in camps in Oregon and Washington lacked quality and quantity. This was ascribed by those in charge of the camp feeding facilities to shortages of food and to the rationing system. The Mexican Embassy requested the War Food Administration through the State Department to take the necessary steps to correct the situation. 103/ An inquiry by the Office of Labor revealed that in both Government- and grower-operated camps, local market shortages had caused instances of insufficient food. This condition had been complicated in some cases by the inability to hire cooks who were experienced in preparing food for Mexican nationals. However, with the easing of rationing restrictions, it was believed that the situation would improve. 104/

These criticisms of the feeding program are cited to show the difficulties in handling the program satisfactorily. These difficulties were real and demanded solutions. Between October 23, 1942, and April 8, 1944, of a total of 29,302 workers repatriated from California, Nevada, and Arizona, 1,010 gave dissatisfaction with food as the reason for requesting repatriation. 105/

Recreational and Educational Programs.-- Provision of an integrated recreational and educational program was only partially carried out. The problem was difficult and somewhat neglected in that the labor program was considered to be of an emergency nature, workers were constantly shifted from one area to another, and working conditions varied a great deal. The Office of Labor issued language guides and in January 1945, began to issue a monthly illustrated bulletin in Spanish called "El Mexicano." The staffs of camps were instructed to encourage the workers to organize councils which in turn sponsored recreational and educational activities. Some of these were very successful, depending upon the attitudes of the camp managers and of the workers themselves.

Securing Prompt Payment of Wages.-- The feeding and recreational problems obtained in most of the areas in which Mexicans were employed. There were other problems as widespread but there were also many problems related to specific areas or to specific crops. For example, the problem of handling payrolls and payments in sugar beets was difficult and recurrent. 106/ The difficulty lay chiefly in the customary method of

103/ Letter, John Willard Carrigan to Col. Wilson R. Buie, Sept. 6, 1945.

104/ Letter, Col. Wilson R. Buie to John Willard Carrigan, Oct. 10, 1945.

105/ Letter, William A. Anglim to George W. Hill, Apr. 13, 1944.

106/ Letter, Brig. Gen. Philip G. Bruton to John Willard Carrigan, Jan. 11, 1945.

computing earnings on a piecework basis after a job was completed. This meant that full payment was delayed for long after the end of regular pay periods. It was also charged that time actually worked was not entered on the daily time slips and that payment was sometimes less than 30 cents per hour. 107/

The situation reached an acute stage in Colorado in 1945, although complaints were not confined to that State. On June 30, 1945, the Mexican Ministry of Labor requested that workers be moved from Colorado to California. 108/ The Director of Labor replied that much of the trouble had been due to bad weather conditions. Meanwhile, sugar-beet work was temporarily at an end and the workers would be employed in vegetables and other crops. 109/ The Office of Labor moved at the same time to demand a rigid enforcement of contracts in Colorado. The following steps were suggested to the field office: (1) speed-up of housing inspection with steps to enforce recommendations; (2) closer check of estimated labor requirements; (3) immediate check of payrolls and enforcement of payroll regulations; (4) insistence upon full payment of workers at end of each pay period. 110/ Representatives of the Office of Labor informed the growers' associations of the seriousness of the situation and many took immediate steps to improve conditions in accord with their contracts while workers were withdrawn from farmers who refused to cooperate. By August 25, 1945, the area representative of the Office of Labor was able to report greatly improved conditions. 111/

These problems are mentioned, not because they were representative or even most important, but because they indicate the complexity of the task and illustrate some of the demands that were made upon the personnel of the Office of Labor. The task was something more than a routing of railroad trains from one work area to another.

Summary

From 1942 to 1947, inclusive, the Office of Labor recruited and transported 219,546 Mexican agricultural workers to the United States. The program was undertaken to meet wartime farm-labor shortages in

107/ Letter, Howard A. Preston to Chief of Operations, Chicago, Ill., Sept. 24, 1945.

108/ Letter, Luis Fernandez del Campo to Harry F. Brown, June 30, 1945.

109/ Letter, Col. Wilson R. Buie to Luis Fernandez del Campo, July 18, 1945.

110/ Letter, Howard A. Preston to William H. Tolbert, July 21, 1945.

111/ Letter, E. E. Scannell, Area Representative, Office of Labor, Denver, Colo., to William H. Tolbert, Aug. 25, 1945.

particular areas and was continued through 1947 because of the demand for food throughout the world. Without doubt, the Mexican workers made possible greater production of beet sugar and of fruits and vegetables than would have been achieved without their assistance. Many of the workers saved considerable amounts of money from their wages and gained experience with types of agriculture with which they had not been familiar. Finally, even though it may not have been fully realized, the program offered an opportunity for many citizens of two neighboring American republics to become better acquainted and to better understand each other through working together.

Chapter 10

FARM WORKERS FROM THE BAHAMA ISLANDS

By 1942 the eastern part of the United States had lost a measurable part of its farm-labor supply to industry and the armed services. Certain areas which specialized in truck farming and had depended upon migrant labor, which was pretty well immobilized, were in need of assistance. 1/ Mexican labor was impracticable for use in the East because of the distance and the restrictions on transportation. The Office of Defense Transportation was critical of the long hauls of agricultural labor and frequently suggested that they be curtailed as much as possible. The problem of language was a barrier to the use of Spanish-speaking Mexicans as the Spanish language was not so well known in the East as in the Southwest. Even if the barriers of transportation and language had not existed there still was the fact that Mexico limited the number of workers that could be made available and there were too few to meet the demands of the Southwest.

These difficulties meant that attention must be turned elsewhere to obtain additional labor for the East. The Caribbean islands appeared to offer the greatest possibilities. The war had had a disastrous effect on the economy of most of these islands. Curtailment of shipping and stringent limitations on unessential travel brought depression and un-

1/ Secretary of Agriculture Claude R. Wickard emphasized the immobilization of labor, due to the gasoline and tire shortage, in an address on the National Farm and Home Hour, August 7, 1942.

employment to those islands which had depended on exports of raw materials and revenue from the tourist trade. Their governments were seeking ways in which the problem of unemployment could be solved and when the United States desired to recruit farm laborers from among their citizens, they were interested. At the same time, the president of the United Fruit Company was actively working to implement such a program.

The Bahama Islands were among the first of the Caribbean group to be approached. The Bahamas were closest to the United States of any islands whose natives spoke English, an important consideration in view of the shipping situation in 1943. The most pressing need was for workers in vegetables and a good many Bahamians had had experience in such work. Bahamians had entered the United States, particularly Florida, in previous years under private sponsorship to work in the harvests. Although this movement had not been large, many growers were favorably inclined toward the Bahamians. Thus there were a good many representations in late 1942 and early 1943 to Government agencies to bring in these workers. 2/ One grower even drew up a proposed contract under which growers would sign a contract for labor and if the labor were not delivered within 15 days, the Government would at once import Bahamians to fill the contract. This grower indicated one reason for his preference for Bahamian labor as follows: "The vast difference between the Bahama Island labor and the domestic, including Puerto Rican, is that the labor transported from the Bahama Islands can be deported and sent home, if it does not work, which cannot be done in the instance of labor from domestic United States or Puerto Rico." However, he suggested that Bahamians be imported only if insufficient domestic labor was available and willing to work. 3/

The possibility of importing Bahamian labor was brought up for official consideration in January 1943, according to a press report, but a committee of the War Manpower Commission ruled against it on grounds labor was still available. However, the Department kept the matter under consideration and within a short time the situation was such that positive action was initiated.

Agreements with the Bahama Islands, 1943-47

On March 6, 1943, Secretary Wickard appointed Fred Morrell, assistant director of the Agricultural Labor Administration; Mason Barr, of the Farm Security Administration; and Clarence Blai, of the Office of the Solicitor, as Department representatives to discuss the need for

2/ Letter, R. L. Webster, Assistant to the Secretary of Agriculture to O. C. Stine, Head, Division of Statistical and Historical Research, Bureau of Agricultural Economics, Oct. 25, 1943.

3/ Letter to Secretary of Agriculture, Dec. 9, 1942.

and possibility of importing Bahamian workers with Florida farmers and the Government of the Bahama Islands (60,no.1777-43). On March 16, 1943, an agreement was signed by Fred Morrell, representing the United States Government, and William Leslie Heape, Colonial Secretary, representing the Government of the Bahama Islands (49,1943:211-213).

Provisions of Agreement of March 16, 1943.-- The Agreement provided that all admissions must conform to the rulings of the Immigration and Naturalization Service of the Department of Justice and the Visa Division of the State Department. The United States Public Health Service cooperated by conducting physical examinations to insure that workers would meet the requirements for admission and that their physical condition was sound enough to perform agricultural work. The Bahamian Health Service aided in this work to the extent that their limited facilities permitted.

The workers and up to 75 pounds of their personal belongings were to be transported from the place of origin to the port of entry into the United States at the expense of the Bahamian Government. The obligation also included any expense incidental to their admission to the United States. Upon completion of the contract the Bahamian Government would pick up the worker at the port of entry and return him to his home in the Islands. The United States Government assumed responsibility for transportation of workers from the port of entry to certain destination points that had been established. The employer would pick up the worker at the destination point and transport him to the place of employment. The employer and, in turn, the United States Government were responsible for the return of the worker at the completion of the contract to the point where he had been picked up.

The workers were to be paid the prevailing wage in the area and in no event less than 30 cents an hour. They were guaranteed employment for at least 75 percent of the period of contract (exclusive of Sundays or one other day in each seven). If unemployed during any of the period of guaranteed employment, the workers were to receive a subsistence allowance of \$3.00 a day. If unemployed during the remaining 25 percent of the period of the contract, they were to receive the same allowance granted to other agricultural workers in migratory camps or labor supply centers.

In addition to the provisions guaranteeing wages and the period of employment, several items were intended to safeguard the welfare of these workers. They were protected from wage deductions except when required by law or when necessary to meet a bona fide debt incurred by themselves. An additional protective guarantee gave them the right to buy supplies wherever they wished. They were to be granted the same

legal protection as to occupational diseases and accidents as were afforded other agricultural workers under the laws of the area in which they served. The workers were not subject to military service in the United States and were not to suffer discriminatory acts of any kind.

The Agreement specifically stipulated that the Bahamians were to be employed only as agricultural labor. Agricultural labor was defined to include some other work essential to agriculture such as construction of housing for the farm workers. It was agreed that the Bahamians could be used for other types of work if the consent of the Governments of both countries were secured.

The Bahamian Agreement stipulated that "living conditions and sanitary and medical services for workers shall be of the same kinds as those afforded other agricultural workers in the particular areas." Whenever possible the workers were to be housed in camps operated by the United States Government and, in their absence, in housing approved by the United States Government.

The Bahamian Government sought to insure that the workers would return and not be a charge upon the Government by providing that deductions be made from their pay. A percentage of the deductions was to be sent back to the Bahamas to aid in the support of the laborer's family during his absence. Another percentage was to be paid into a Savings Fund supervised by the Bahamian Government. The United States Government was made responsible to see that the deductions were made according to percentages worked out by the Bahamian Government.

Agreements with Employers and Employees, 1943.--- The provisions of the Agreement with the Bahama Islands were implemented by contracts which the Farm Security Administration drew up for employers and employees. The contract which the prospective employer was required to sign with the Farm Security Administration reiterated most of the provisions expressed in the Agreement and added some detailed provisions concerning the employer's responsibilities and the administration of the program (49,1943:213-217).

The employer's responsibilities concerning subsistence pay to the workers for those days under 75 percent of the period of the contract that they were unemployed was explained more fully. The employer was not held responsible for days of unemployment on which the laborer was unwilling or unable to work and was also given more latitude in determining the time period upon which the pay was based, whether by hour, day, or piece rate. The wage rate could not fall under that expressed in the Agreement, however. The hours of work were fixed in the Agreement at not less than 8 and not more than 12, but if he secured the Government's consent, the employer was allowed to balance the hours of work so that each 10 hours could be counted as a full work day.

Employers were required to keep a complete and accurate account of each worker, giving his hours of work and wages earned. Representatives of the Government were to have access to the records at any time. Employers were warned that if any violations of the Agreement or contract were discovered the Government might deprive them of any further labor brought to the United States under the terms of the Agreement.

A further contract was drawn up between the Farm Security Administration and the individual laborer in which the guarantees by which the worker was protected in the Agreement were expressed. This contract introduced nothing that was not provided for in the Agreement or the contract with the employer except an affidavit by which the worker declared that he knew of no reason why he would be denied entrance to the United States. He was warned that if the United States Government discovered any cause for his nonadmittance or that if he were unwilling or unable to fulfill the terms of the contract, it might be terminated by the Government and he would be returned to the port of entry. Responsibility of the United States Government for the worker ceased as soon as he was turned over to a representative of the Bahamian Government at the port of entry.

Proposed Agreement, 1944.-- Early in 1944, the Office of Labor outlined a proposed Agreement with the Bahamian Government which would replace the Agreement of March 16, 1943. One revision was drawn up by the Office of the Solicitor along the lines of the revised agreement which had been made with the Jamaican Government. 4/ Changes proposed by the Associate Solicitor and by officials of the Office of Labor included provisions in the work agreement, which was made a part of the proposed international agreement, that in determining compliance under the 75-percent employment clause, any day in which the worker was employed for less than 8 hours and earned \$3.00 or more should be considered a work day; the Agreement could be terminated at any time on and after September 30, 1944; the assurance of minimum employment was not to be applicable to female workers; and the deduction from a worker's pay to be sent to the Islands to his credit was to be increased from 75 cents to one dollar.

The negotiations with the Bahamian Government were carried on by Paul Van der Schouw. Agreement was reached on most points. However, officials of the Bahamian Government did not feel that they could require the workers already in the United States to sign a new work agreement or be sent home. 5/ There were also a few minor provisions which

4/ Memorandum, Associate Solicitor to Col. Philip G. Bruton, Director of Labor, Mar. 11, 1944.

5/ Letter, Paul Van der Schouw, Chief, Farm Labor Supply Section, Southeastern Division, Office of Labor to Hudson Wren, Chief of Operations, Southeastern Division, Office of Labor, Apr. 18, 1944.

were not acceptable to the War Food Administration. As the major portion of the recruiting for 1944 had already been completed by this time, it was mutually agreed to suspend the discussions until the fall of the year and to draw upon the experience of both 1943 and 1944 in negotiating a new agreement. 6/

Memorandum of Understanding, January 1945.-- Negotiations were resumed in November 1944. The basic objection of the Bahamas Government to the Agreement discussed early in 1944 and the work agreement incorporated therein had been that a number of Bahamians were already in the United States under a work agreement substantially different from that proposed. However, the work agreements in effect during 1944 all had December 31, 1944, as an expiration date. This would simplify the administration of the agreement now proposed in that workers desiring to remain for the year 1945, as well as any additional workers recruited, could be required to sign the new agreement. Those who did not wish to sign would be repatriated in accordance with the terms of the agreement they held. 7/

Negotiations were carried on in Nassau by Brigadier General Philip G. Bruton and Clarence E. Herdt for the United States. The Memorandum of Understanding was actually signed on December 16, 1944, but was dated January 1, 1945, the date upon which it was to become effective. It was signed by General Bruton on behalf of the Government of the United States and by D. G. Stewart, Colonial Secretary, on behalf of the Government of the Bahama Islands. The Memorandum was later formalized by an exchange of notes between diplomatic representatives of the two Governments. 8/

The new Memorandum of Understanding modified the Agreement of March 16, 1943, in several important respects. The more important of these changes are mentioned in the order in which they occur in the Memorandum.

The War Food Administration was empowered to require the workers to take advantage of housing and feeding facilities which it arranged at a total cost not in excess of \$1.40 a day per worker when three meals per day were supplied. However, when workers were housed by the Office of Labor, they were to be required to take only two meals a day.

6/ Memorandum for Bahamas Agreement Files by Col. Philip G. Bruton, June 1, 1944.

7/ Memorandum, Brig. Gen. Philip G. Bruton to Donald J. Sherbondy, Associate Solicitor, Office of the Solicitor, Nov. 8, 1944.

8/ Letter, John H. E. McAndrews to Duncan G. Stewart, Feb. 8, 1945; letter, D. C. Stewart to John H. E. McAndrews, Feb. 13, 1945.

Female workers were not to be included under the assurance of minimum employment. The paragraph concerning the 30 cents per hour wage was made more specific by the provision that employers were to be required by their contracts "to pay the worker not less than 30 cents per hour worked if the employer does not promptly request removal of a worker who has earned less than 30 cents per hour worked on any five successive days of actual employment."

The Workers Agreement was for a term ending December 31, 1945, but the Administrator was given the power to terminate the period of employment or the Agreement or both whenever he determined that continued employment of the worker was no longer necessary. In determining compliance under the 75-percent employment clause, any day in which the worker was employed for less than 8 hours and earned \$3.00 or more should be considered a work day. The clause regarding termination of the contract and deportation for cause was broadened to include as cause the commission of an act of misconduct or indiscipline.

Other changes were of a minor nature. The contract was similar to that used with Jamaican workers. When the new Memorandum did not supersede points covered in the Agreement of March 16, 1943, the provisions of the original Agreement were still in force.

Agreement for Dairy Workers, Apr. 15, 1945.-- A survey made in the spring of 1945 showed that a number of white families were available for work on dairy farms. However, the nature and conditions of such employment were so different from the work furnished other Bahamian laborers, that a special work agreement was considered advisable for these dairy workers. 9/ The amendment as drawn up was similar to that already in effect with Newfoundland and was signed as of April 15, 1945, by Lt. Col. Wilson R. Buie for the Government of the United States and by D. G. Stewart, Colonial Secretary, for the Government of the Bahama Islands. It, too, was formalized by an exchange of notes between diplomatic representatives of the two Governments. 10/

Under the terms of the Work Agreement, the worker and his family were to be furnished transportation from Nassau to the place of employment in the United States and return upon completion of employment. During transportation, the worker and his family were to be furnished such allowances, health and medical care, shelter, and subsistence as were deemed necessary.

9/ Letter, Lt. Col. Wilson R. Buie, Director of Labor to Otis E. Mulliken, Chief, Division of Labor Relations, Department of State, Apr. 7, 1945.

10/ Letter, John H. E. McAndrews to Charles F. Bethel, June 22, 1945; letter, Charles F. Bethel to American Vice Consul, Nassau, July 4, 1945.

The worker was to be employed until December 31, 1945. The Administrator had the right to extend the period of employment but not beyond 6 months after termination of the war. The Administrator could also terminate the employment at any time after December 31, 1945. If employment with any one employer ended before the termination of the contract, the Administrator was to furnish shelter and subsistence, making such charge, if any, as deemed necessary, while the worker was awaiting further placement. In any case, the worker and his family, while in the United States, were to receive necessary medical care in the same way that such care was available to other foreign agricultural workers.

Protection for the worker was assured by provisions that he was to be paid not less than the prevailing wage as determined by the Administrator; he was to be free of discrimination in accord with Executive Order No. 8802; and food and shelter provided by any employer were to meet reasonable minimum standards approved by the Administrator. The worker agreed that \$18 a month was to be deducted from his wages and placed to his credit in the Bahama Islands.

The worker, in turn, agreed to do all work required of him by employers approved by the Administrator in a good and workmanlike manner. If he breached his agreement, or committed any act of indiscipline or misconduct, or became subject to deportation, the agreement was liable to termination and the worker and his family were to return immediately to Nassau. If the agreement was terminated by mutual consent, by expiration of its term, or because of a worker's inability to work as a result of illness or other involuntary physical incapacity, the worker and his family were entitled to return transportation.

Memorandum of Understanding, February 9, 1946.-- The Memorandum of Understanding of January 1, 1945, was superseded a year later by a Memorandum of Understanding of February 9, 1946. The chief change made by the new memorandum was replacement of the former system of computing guaranteed employment by a guarantee of employment that would enable the worker, when he was willing and able to work, to earn \$15 weekly or \$30 bi-weekly. This paragraph read as follows:

Every contract with a worker engaged subsequent to this Agreement shall provide inter alia for the worker to be furnished employment which will enable him, when he is willing and able to work, to earn \$15 weekly (if paid weekly) or \$30 bi-weekly, while the worker is assigned to an employer for work. A worker assigned to an employer for only part of such payroll period or not willing and able to work six days during each period of seven days, will be enabled to earn a proportionate sum: Provided that, availability for hours less than eight on one day will be added

to availability for hours less than eight on any other day and, to determine how many of each such six days the worker has been willing and able to work availability for ten hours shall be counted for availability for a day. If the gross earnings of the worker are less than those specified in this paragraph five, the Government of the United States shall pay or cause to be paid a subsistence allowance in the amount of the deficiency.

The worker was to be paid at not less than the prevailing piecework or hourly wage for similar work under the same conditions and within the particular area of employment, but the rate was to be not less than 30 cents per hour worked. The Government was to furnish medical care, food, shelter, and other subsistence living facilities while the worker was not assigned to a person for work.

Work Agreement, 1947.-- No change, except that the expiration date was advanced a year, was made in the Memorandum of Understanding or Work Agreement during 1947.

Recruitment and Transportation

The total population of the Bahama Islands was not great enough to expect a large number of workers from that source. The Director of the Agricultural Labor Administration expressed the opinion on March 22, 1943, that the number would be about 5,000 with possibly an outside limit of 6,000 (49,1943:44). As it was, 5,000 workers represented nearly one-tenth of the Islands' population. They were experienced farm workers and were expected to be suited for work on the truck farms of the Eastern seaboard. It was hoped that they could be imported in time for the bean harvest in Florida. They could then be moved northward up the coast as the season progressed and would save many of the crops which otherwise might be lost because of labor shortage.

Recruitment and Transportation, 1943.-- This program was carried out substantially as outlined. During April 1,885 Bahamians were transported to the United States and assigned to work in Florida (103,p.5,9). Although the Bahamian Government, according to the Agreement, was to be responsible for transporting the workers, the acute need for labor to harvest the crop and the delays that would be caused in arranging convoys for the craft which the Bahamian Government had available for transporting the workers, led the American authorities to decide to bring this first group of workers in by airplane.

Continued difficulties over the problem of transportation resulted in negotiation of a Supplemental Agreement, signed July 12, 1943, which provided that the United States Government would assume responsibility for transportation and living expenses of the workers from Nassau, Bahama Islands, to the places of employment and return to Miami, Fla. This was followed on November 11, 1943, by a Supplemental Agreement which provided that the transportation and living expenses of the workers from Miami, Fla., to Nassau, Bahama Islands, would also be borne by the United States Government. These supplemental agreements served two purposes: first, it was now possible to bring laborers in and repatriate them at the convenience of the United States Government; second, the Bahamian Agreement, by these two supplements, was brought into accord with the Mexican and Jamaican agreements, both of which provided for the United States Government to pay for the round trip of the workers.

The total number of Bahamian laborers recruited and transported to the United States during 1943 was 4,698, a figure slightly less than the original estimate (103,p.5).

1944.-- The goal for the first recruitment of workers from the Bahama Islands in 1944 was 1,300 with the expectation of additional recruits as the season progressed (60,no.1671-44). The first shipment arrived at Miami, Fla., on February 22, 1944. Unlike the previous year, small boat transportation was available and air transport was not, so all the recruits were brought in by boat. 11/ The final shipments for this period of recruiting arrived on March 21, 1944. The total number of workers recruited and transported was 2,002, a substantial increase over the goal that had been set. 12/ A further recruitment was made between June 6, 1944, and June 27, 1944, by Paul Van der Schouw and an additional 1,046 workers were recruited and transported to the United States. 13/

1945.-- Plans were made in December 1944, for beginning recruitment of Bahamian seasonal workers early in January 1945. The goal was set at 1,000 male recruits. Recruitment began on January 22, 1945, and continued through February 9, 1945. A total of 2,007 workers were given medical examinations. Of these, 994 were rejected on medical grounds, 11 were rejected by the War Food Administration, and 25 were rejected by the Immigration Service. A total of 971 workers was shipped to

11/ Letter, C. E. Herdt, Acting Chief, Interstate and Foreign Labor Branch, Office of Labor to Lt. Col. Leigh C. Parker, Acting Assistant Chief of Staff, Priorities and Traffic, Air Transport Command, Mar. 11, 1944.

12/ Letter, Hudson Wren, Chief of Operations, Field Operations Office II, Office of Labor, Atlanta, Ga. to Col. Philip G. Bruton, Mar. 27, 1944.

13/ Letter, Hudson Wren to Brig. Gen. Philip G. Bruton, July 14, 1944.

the United States. 14/

A second recruitment began on March 19, 1945, and was concluded on March 29, 1945. Medical examinations were given to 1,373 recruits. Of these, 344 were rejected for medical reasons and 22 by the Immigration Service. Thus, 1,007 men were actually recruited and 1,002 were transported to the United States. The 5 recruited but not transported were employed at the house of the Governor at that time and special arrangements were made for their transportation at a later date. Recruiting officials felt that this was one of the most satisfactory recruitments that had ever been made in the Bahama Islands. Of those recruited, 681 were out-Islanders who had never before been in the States. The success of the recruitment was ascribed in large part to the efficiency and cooperation of John A. Hughes of the Labor Office in Nassau and to the speed and efficiency of the medical officers. 15/

In April 1945, arrangements were made to begin the recruiting of dairy workers. The Office of Labor also wished to recruit up to 500 additional seasonal workers at the same time but the Labor Advisor of the Bahamian Government stated that further recruitment was impracticable. 16/ The plan for recruiting white dairy workers called for a total of 200 to be placed in Wisconsin, Indiana, and Illinois as year-round workers. Under this plan, none of the workers would be employed in States that were using Newfoundlanders.

The recruitment fell far short of the goal. Only 91 workers, not counting some 31 women who accompanied their husbands and also signed work agreements, were assigned to dairy farms. As of May 26, 1945, that is, shortly after the cessation of hostilities in Europe, 90 such workers were assigned as follows: Indiana, 3; Illinois, 32; Wisconsin, 45; and Minnesota, 10 (26, June 14, 1945). By September 29, 1945, the total had decreased by half, distributed as follows: Indiana, 2; Illinois, 17; Wisconsin, 21; and Minnesota, 5 (26, Oct. 12, 1945).

1946.-- Three recruitments were carried out in the Bahama Islands during 1946, one from February 12 to March 4, one from April 23 to May 13, and the last during the first part of September. The three operations resulted in the recruitment of 761, 1,500, and 426 workers respectively for a total of 2,690 during the year. The workers were all transported to Miami by boat.

14/ Letter, Kenneth Gilbert, Associate Farm Labor Program Supervisor, Office of Labor, Tampa, Fla., to Clarence E. Herdt, Chief, Operations Branch, Office of Labor, Feb. 12, 1945.

15/ Letter, Kenneth Gilbert to C. O. Dickey, Acting Chief of Operations, Southeastern Division, Office of Labor, Atlanta, Ga., Apr. 10, 1945.

16/ Letter, Clarence E. Herdt to John A. Hughes, Labour Officer, Labour and Welfare Department, Nassau, Bahamas, Apr. 23, 1945; letter, J. A. Hughes to Clarence Herdt, Apr. 24, 1945.

1947.-- Upon making a study of comparative costs and available facilities, it was decided to transport recruited workers by air during 1947. Recruitment began on April 23 and ended on May 31, 1947. A total of 2,705 workers were recruited and transported to the United States. This figure, as well as those previously given for 1944-46, does not include the workers who signed contracts for another year after completing one or more previous contracts.

Placement

The Bahamians were employed for the most part in harvesting truck and fruit crops. Starting in Florida, they were moved northward as the season progressed and in the fall were moved back to Florida. Most of them were employed in the States comprising the Atlantic seaboard but some were employed at one time or another in each of the following 25 States: Alabama, Arkansas, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, Virginia, Wisconsin and Wyoming.

Administrative Problems

As might be expected, there were a certain number of complaints from and misunderstandings by both workers and employers. However, none of these could be considered as serious. Some doubt was expressed early in 1943 in the American press as to whether the program could succeed, even though it was realized that this labor could be of real service. At the same time, some people in the Bahamas wondered whether the workers, used to high wages and modern life and methods, could be readily reabsorbed into the Bahamian economic life. But the actual program for importing the workers functioned smoothly throughout and it should be emphasized that the specific problems discussed in this section were exceptional rather than typical.

Executive Order No. 8802.-- The Agreement of March 16, 1943, with the Bahamian Government, as previously mentioned, included the provision that President Roosevelt's Executive Order No. 8802 must be observed. The Executive Order was to the effect that there would be no discrimination in employment because of race, color, or national origin.

17/ Letter, Kenneth Gilbert to Wilson R. Buie, Director, Labor Branch, June 6, 1947.

Table 9.-- Bahamian farm workers employed under the Emergency Farm Labor Program by States, specified dates

State	: July 31, 1943	: July 1, 1944	: May 26, 1945	: Sept. 27, 1946	: July 3, 1947
	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>
Alabama	:			193	
Connecticut	:				21
Delaware	:	105	469	319	210
Florida	:	260	1,203	4,688	1,453
Georgia	:		252		292
Illinois	:			32	4
Indiana	:			3	49
Louisiana	:				21
Maine	:			20	32
Maryland	:	1,785	1,412	581	744
Massachusetts	:				3
Michigan	:				69
Minnesota	:			10	
New Jersey	:		12		52
New York	:	393			378
North Carolina	:	754	310		772
Ohio	:				216
Pennsylvania	:		90	2	298
South Carolina	:	13			
Tennessee	:	301	205		157
Virginia	:	699	1,809	206	941
Wisconsin	:			45	30
U. S.	:	4,310	5,762	5,886	5,098
	:				4,525

In answer to a query as to what policy would be adopted to enforce the Executive Order, Lieutenant Colonel Jay L. Taylor, who was Deputy Administrator of the War Food Administration and had succeeded Darrow as supervisor of the farm labor programs, explained that the most applicable method of enforcing the Order was the prompt removal of workers from areas when violations were in evidence. ^{18/} This the Administration

^{18/} Memorandum, Lt. Col. Jay L. Taylor to George M. Johnson, Assistant Executive Secretary, President's Committee on Fair Employment Practice, U. S. War Manpower Commission, May 14, 1943.

planned to do. It may be noted that there were few complaints on this score. Of the Bahamian workers brought into New Jersey, Edgar C. Brown, Director of the National Negro Council, stated during a discussion of the Executive Order before the Senate Committee on Appropriations: "The workers from the Bahamas who have been brought in....particularly in New Jersey, are doing a splendid job of farming. They are getting along well and the people have been gracious and considerate of these men and women. They have been well received by the communities, generally, the farmers, and others who need their labor (50,1944:1102)."

Reasons for Return of Workers.-- On February 24, 1944, the Nassau Tribune published an article on the Bahamian labor program which purported to present the conclusions of studies made by a group of outstanding Americans. The studies were made, according to the newspaper, at the request of the Director of Labor. In general, the article implied that the welfare of the Bahamian workers was not fully protected by the United States Government or the Government of the Bahama Islands, compared the Bahamians unfavorably with the Jamaican workers in the United States, and criticised the system of supervision of Bahamian workers. This caused the officials of the Bahamian Government considerable concern and the matter was brought to the attention of Paul Van der Schouw when he arrived in Nassau in connection with the 1944 recruitment. Mr. Van der Schouw was able to reassure the Government on many of the specific points raised and cited the fact that after a year's operation, only 309 of the 4,698 workers recruited had been returned to the Islands as unsatisfactory and only 1,505 had been returned for all causes. The classification was cited as follows: 19/

<u>Reason for Return</u>	<u>Number</u>	<u>Percent of Repatriates</u>	<u>Percent of Total Recruits</u>
Unsatisfactory	309	20	6.5
Sickness	505	33	10.7
Contracts Expired	621	41	13.2
Unclassified	70	6	1.5
Total Repatriated	1,505	100	31.9

On March 31, 1944, Colonel Philip G. Bruton wrote to the Duke of Windsor, Governor of the Bahama Islands, stating that he had not authorized the author of the report to conduct an investigation for the Office of Labor and had not asked him to make a report. He stated further that the Bahamian

19/ Letter, Paul Van der Schouw to Col. Philip G. Bruton, Mar. 4, 1944.

workers had been very cooperative and were good workers. The American Government took scrupulous pains to see that the workers' welfare was protected and had been so well satisfied with the system of supervision that it was being adopted for the Jamaican workers. The Duke of Windsor made the letter available to the Bahamian press.

Handling Complaints of Workers.-- These statements did not mean that there were no problems in the administration of the program. It was inevitable in a group of such size working for many different employers and living in many camps that occasional complaints by workers and employers would arise. These complaints were investigated and endeavors to reach fair adjustments were made.

One of the most frequent complaints made by the laborers was lack of work and consequent reduced earnings. When employment was only part-time, other complaints as to food, camp location, and camp management became more frequent. This disturbing factor of underemployment resulted most frequently from weather conditions. For example, a group might be brought in to harvest a crop and unstable weather conditions might delay the harvest a week or two beyond expectations. In some cases, farmers contracted for more labor than they could use. When such a condition obtained, the labor was moved out as rapidly as possible.

A certain amount of staff time was required to handle complaints from individual workers. A series of complaints about one camp in 1945 led to two investigations. It was found that an unusual amount of rainfall had kept the laborers from working full time. This in itself was enough to cause complaint but added to this was the fact that the camp was on flat land near a swamp and the water backed up sufficiently to keep the camp almost under water for a period of time. This caused unrest and friction until the workers were moved. 20/

Dairy Workers.-- As a group, the dairy workers were more dissatisfied than the seasonal workers. Many left their jobs without notice, alleging that they were asked to work 11 to 14 hours a day under conditions to which they had not been accustomed, and that housing facilities were bad. 21/ These complaints were directed against the employers rather than against the Office of Labor. Little could be done in most of these cases. The workers did not ask for transfers or adjustments but simply returned to

20/ Letter, H. W. Rainey to Director of Labor, Sept. 13, 1945.

21/ Letter, N. M. Clay, Farm Labor Program Supervisor, Office of Labor, Miami, Fla. to H. W. Rainey, June 27, 1945.

the Bahamas. 22/ A few of the dairy workers did continue with their jobs to their own and their employers' satisfaction and, at the end of the war, these employers urged that they be permitted to keep the workers through 1946. 23/

Problem of Obtaining Qualified Camp Personnel.-- The Office of Labor was faced with a difficult administrative problem in finding sufficient qualified personnel to staff the labor centers. Records show that complaints by the workers in certain camps were justified but that the basic difficulty was this shortage of capable personnel. There was no ready solution for the problem. The Office of Labor encouraged the employers of large numbers of workers and the cooperative hiring groups to assume more responsibility in setting up and maintaining their own camps and kept only a general supervisory control. It was felt that the assumption of greater responsibility by the growers would lead them to make even greater efforts to use the workers full-time and to see that camp conditions were such as to reduce complaints in order that the workers could give their full attention to their jobs. This applied not only to Bahamians but to other foreign workers and to domestic workers who came under the transportation program of the Office of Labor.

Summary

Although the number of Bahamians available for recruitment was rather small, with the result that the number employed at any one time varied from slightly more than 2,000 to nearly 6,000, depending on the season of the year, the Bahamians were good workers and their services were important, particularly to truck farmers and fruit growers of the Atlantic seaboard. Their recruitment and placement were carried out without notable incidents and both workers and employers were generally satisfied by the operations of the program. The program helped both countries to solve pressing problems, the agricultural labor shortage in areas of the United States and the unemployment problem in the Islands.

22/ Letter, C. E. Herdt to G. M. Russell, Labour and Welfare Officer, Nassau, Bahamas, Oct. 8, 1945.

23/ Letters, Acting Chief of Operations, Chicago, Ill. to Director of Labor, Sept. 20, 1945 and Oct. 19, 1945.

Chapter 11

FARM WORKERS FROM JAMAICA

In order to supplement the number of agricultural laborers to be made available to the eastern part of the United States, attention was given early in 1943 to the possibility of securing workers from the Bahama Islands and from Jamaica. An agreement with the Bahama Islands was signed on March 16, 1943, but it was obvious that the number of workers available in the Islands was limited. Thus, further attention was turned to Jamaica. The Jamaicans, like the Bahamians, spoke English and the unemployment problem in Jamaica had become acute by reason of the wartime curtailment of the shipment of tropical agricultural products, especially bananas, and the virtual cessation of the tourist trade. The mutual advantages to be gained by a program of labor recruitment there was brought to the attention of American officials by Samuel Zemurray, president of the United Fruit Company. 1/

The Department of Agriculture appointed Mr. Zemurray a collaborator without compensation in March 1943 and sent him to Jamaica to investigate the possibility of negotiating an agreement with the Jamaican Government for transporting Jamaicans to the United States for employment as agricultural laborers. 2/ It was the understanding of Wayne H. Darrow, then head of the Agricultural Labor Administration, that Mr. Zemurray also would handle recruiting in Jamaica, Ralph Keating of the War Shipping Administration would handle all shipping problems, and Mr. Darrow himself would be responsible for all transportation, housing, and placement after the workers arrived in this country. The entire program was carried out on instructions from James F. Byrnes, then Director and Chairman of the Economic Stabilization Board. 3/

Agreements with Jamaica, 1943-47

When Mr. Zemurray reported that the Jamaican Government supported the proposed plan, Fred Morrell was sent to Jamaica to draw up an agreement with the Jamaican Government. This agreement between the Governments of the United States and Jamaica, signed on April 2, 1943, by Fred Morrell, Assistant Director of the Agricultural Labor Administration, and A. P. Richards,

1/ Letter, R. L. Webster, Assistant to the Secretary of Agriculture to O. C. Stine, Head, Division of Statistical and Historical Research, Bureau of Agricultural Economics, Oct. 25, 1943.

2/ Letter, Claude R. Wickard, Secretary of Agriculture to Secretary of State, Mar. 18, 1943.

3/ Memorandum, Wayne H. Darrow, Head, Agricultural Labor Administration to Secretary of Agriculture, Mar. 20, 1943.

Governor of Jamaica, was very similar to the one concluded with the Government of the Bahama Islands.

Terms of Agreement of April 2, 1943.-- In this agreement the United States Government was bound to assume the costs of transportation of the workers from their place of origin in Jamaica to whatever places they were to be sent. At the completion of the contract, subject to renewal, the United States Government would pay the transportation costs of the worker back to the place of origin in Jamaica or to any other point the two Governments determined. If for any reason it was impracticable to return the worker immediately at the expiration of his contract, the provisions of the contract would continue in effect until he was returned.

The United States Government also agreed to furnish the necessary subsistence, including a cash allowance of \$5.00 a week (or 75 cents a day for a period less than 1 week), "from the time that the worker arrives at the port of entry until the worker is furnished agricultural employment or for two weeks after the workers' arrival in the United States, whichever is the shorter period. Provided, however, that the first cash allowance shall be payable in advance as soon after the worker arrives in the United States as is practicable."

The guarantee that the worker be provided employment for at least 75 percent of the period for which he was contracted included the provision: "Provided that if the worker is not supplied with agricultural employment upon the specified percentage (75%) of work days he shall be paid in respect of each work day which falls short of such specified percentage a subsistence allowance of three dollars or one dollar sixty cents plus meals at the option of the United States Government or the employer." The provision specified that there were to be six work days during each period of 7 days. 4/

Whenever possible the Jamaicans should be housed in camps maintained by the United States Government or in housing approved by the United States Government but which was not to be inferior to housing afforded other agricultural workers in the same area. If meals were furnished by the Government or the employer, the daily charge, including living accommodations, should not be more than \$1.40 per day per worker.

4/ There had been some criticism of the Mexican contract because the agreement had provided that the workers would not be required to work on Sundays. The farmers, while respectful of the traditional day of rest, protested that the weather was not always considerate of such traditions. If it was necessary to harvest a crop in a hurry they did not want to be hindered by such a provision. The Jamaican Agreement recognized the difficulty and did not specifically mention Sunday as a day of rest.

As an added precaution against their nationals being left stranded in the United States by termination of the Agreement, which either Government could cause by 90 days' notice in writing, it was provided that the Jamaicans would receive the same benefits conferred by the Agreement until they had been returned to Jamaica in the manner provided.

Other than for those few variations the Agreement contained the same provisions as the Bahamian Agreement. It remained in effect during 1943 but the year's experience indicated that modifications would be desirable. A new Agreement setting forth these modifications was signed on March 4, 1944, by J. Harris, Labor Advisor, and C. D. Newbold, Solicitor General, on behalf of the Government of Jamaica, and by Philip G. Bruton, Director of Labor, on behalf of the Government of the United States of America.

Modifications Made by Agreement of March 4, 1944.-- A significant change permitted workers who signed the new Work Agreement to be employed in any type of work which furthered the war effort. This employment was to be approved by the Liaison Officer representing the Government of Jamaica.

A paragraph that might be considered a clarification of the previous agreement stated that the Government of the United States could require workers to take advantage of the housing and messing facilities provided at a total cost not in excess of \$1.40 per day by the Government or any other source approved by the Liaison Officer representing the Government of Jamaica.

Interpretation of the clause in the original agreement providing for a subsistence allowance to cover the period between the worker's arrival and his employment had been difficult. It was simplified by providing that "every contract with a worker engaged subsequent to this Agreement shall provide inter alia for the United States Government to furnish the worker necessary subsistence (including a cash subsistence allowance of five dollars upon the worker's arrival from Jamaica at the port of entry in the United States) while in the United States until the worker is furnished employment."

The paragraph providing for a subsistence allowance when the worker was employed for less than 75 percent of the total number of work days was reworded to make the guarantee of employment or subsistence allowance specifically contingent upon the laborer being willing and able to work.

The provisions relating to employment at prevailing wages and at not less than thirty cents an hour was reworded to provide a definite method for insuring that workers who earned less than thirty cents an hour for any period of five successive days of employment would be reported for reassignment.

The Work Agreement between the Government and the individual worker was made a part of the Agreement between the two Governments. It embodied the general provisions of the Agreements and further provided that \$1.00 out of his wages for each day on which he was employed and earned at least \$1.00, and one-third of his subsistence allowance, if any, should be deducted and placed to the credit of the worker in Jamaica. The Government had the power to terminate the Agreement and return the worker to Jamaica whenever he was unable or unwilling to work, when he had committed an act of misconduct or of indiscipline, or when he had violated the law of the United States. These provisions appeared to solve some of the problems brought up by a representative of the Jamaican Government on July 30, 1943.

Modification of Work Agreement in 1945.-- Recruiting of Jamaicans for work in agriculture was carried on in 1945 under the same agreements as were in effect in 1944, that is, the original agreement of April 2, 1943, and the modifying agreement of March 4, 1944.

The Governments of both Jamaica and the United States suggested certain modifications in the Work Agreement. The modifications suggested by the Jamaican Government would perhaps have made the United States responsible for a subsistence allowance in lieu of 75-percent full employment while the laborers were awaiting transportation home. 5/ Modifications suggested by the United States would have given the United States greater discretion in terminating the period of employment. It was finally agreed that the Work Agreement should remain the same as for 1944 except that the termination date was set for December 31, 1945. The United States Government was empowered to terminate contracts on and after September 30, 1945, or with the prior approval of the Jamaican Government, to terminate at any time that continued employment of the worker was no longer necessary. 6/

Agreement of January 23, 1946.-- Operating experience during 1944 and 1945 disclosed that a further modification of the agreement was desirable and, in December 1945, officials of the Office of Labor, in consultation with the Chief Liaison Officer of the British West Indies Central Labour Organization, prepared a tentative agreement. 7/ The agreement was signed by T. M. Cowan, Labour Advisor, on behalf of the Government of Jamaica, and by K. A. Butler, Acting Director of Labor, on behalf of the Government of the United States, on January 23, 1946, and became effective on the same date.

5/ Memorandum, Donald J. Sherbondy, Associate Solicitor, Department of Agriculture to Brig. Gen. Philip G. Bruton, Director of Labor, Feb. 7, 1945.

6/ War Food Administration Form OL-601-1W (Revised Apr. 1, 1945).

7/ Letter, Howard A. Preston, Assistant Director of Labor to Herbert G. MacDonald, Chief Liaison Officer, British West Indies Central Labour Organization, Dec. 13, 1945.

The new agreement modified the Agreement of April 2, 1943, and superseded the modifying Agreement of March 4, 1944. The chief change in the agreement was that subsistence allowance would be based upon a minimum average income on possible workdays, rather than upon a minimum percentage of days to be employed, and subsistence allowances would be paid at the end of each payroll period rather than at the end of an entire period of employment. The pertinent clause read as follows:

6. It is hereby mutually agreed that paragraph 5(d) of the principal Agreement shall cease to have effect and in substitution therefor every contract with a worker engaged subsequent to this Agreement shall provide inter alia for the worker to be furnished employment which will enable him, when he is willing and able to work, to earn \$15 weekly (if paid weekly) or \$30 bi-weekly while the worker is assigned to a person for work. A worker assigned to a person for only part of such payroll period, or not willing and able to work six days during each period of seven days, will be enabled to earn a proportionate sum: Provided that, availability for hours less than eight on one day may be added to availability for hours less than eight on any other day and, to determine how many of each such six days the worker has been willing and able to work, availability for ten hours shall be counted as availability for a day. If the gross earning of the worker are less than those specified in this paragraph 6, the Government of the United States shall pay or cause to be paid a subsistence allowance in the amount of the deficiency. Once assigned, the Worker shall either be assigned to a person or persons for work for a total of at least 42 calendar days or be paid a sum equal to the amount, if any, by which the Worker's gross earnings together with his subsistence allowances under paragraph 4(a) are less than \$90, during the period of employment specified in this agreement.

Other changes of importance were: the American Government would return workers to Kingston, Jamaica, rather than to their various points of recruitment in Jamaica; without determination of need, workers would be subsisted while not assigned to an employer; charges for living accommodations were not to be higher than those paid by other agricultural workers; and deductions from wages and subsistence allowances for deposit to the workers' credit would be 25 percent of the amount payable rather than the flat sum of \$1.00 per day. The cash subsistence allowance to be paid each worker recruited in Jamaica on his arrival in the United States was reduced from \$5.00 to \$3.00 but provision was made for a cash subsistence allowance of 50 cents a day for each day in excess of 14 that the worker was held in any one holding center pending his return to Jamaica and for the same allowance to any worker not assigned to any person for work at any time while in the United States, for every day on which the worker remained in the United States after 1 week from his arrival.

Changes in Work Agreement, 1947.-- No changes were made in the agreement or in individual worker's agreements for 1947 except for the assignment of a 1947 termination date.

Recruitment and Transportation

The Office of Labor contracted with the United Fruit Company to handle the details of recruiting in 1943. During the year, a total of 8,828 workers were recruited and transported to the United States (103,p.5).

Transportation, 1943.-- Certain difficulties, that must be attributed to divided authority and poor administrative management, arose in the early part of the Jamaican program. At the outset, the misadventures on the S. S. Shanks, one of two ships to bring the first group of Jamaicans to this country, endangered the future of the program. The Shanks had bunk accommodations for 1,700 or 1,800 persons, but 4,000 workers, unused to sea travel, were crowded aboard. Sanitary facilities were inadequate for such a number. Supplies of food and water were apparently adequate but the poor arrangement for feeding the men and the unavailability of water because of the crowding worked a real hardship. Added to the physical discomforts, difficulties arose as to what the workers were permitted to bring into the country. Their razors, many of the safety type, bay-rum, and rum were taken from them by the Military Police. They had received instructions to bring their shaving kits and resented the seizure. One man was lost overboard as a result of some unexplained accident. Fortunately the workers were well treated when they landed and were soon back in good spirits. 8/ This trouble led to better planning and subsequent trips were made without any such incidents.

However, miscalculations were made of the number of workers who could be transported on a ship scheduled to sail on May 31, 1943. The United States Army cut the estimate from 3,300 workers to 2,700. The War Food Administration released the balance from their contracts but not before most of them had completed their preparations for the trip. The disappointed Jamaicans, many of whom had sold much of their personal property and had bought supplies for the trip, demanded compensation. At the suggestion of the State Department, the War Food Administration requested funds for such compensation. 9/ The American Government granted 3 pounds (approximately \$12.09) each to 554 of the workers. This was supplemented by an additional grant of 2 pounds each by the Jamaican

8/ Letter, A. A. Pollan, Executive Vice-President, United Fruit Company to Lt. Col. J. L. Taylor, Deputy War Food Administrator in Charge of Farm Labor, May 14, 1943, transmitting report of May 12, 1943 by E. Hansen and G. A. Kieffer.

9/ Letter, William E. Byrd, Jr., Acting Administrator, War Food Administration to Harold D. Smith, Director, Bureau of the Budget, June 11, 1943.

Government and the latter requested reimbursement from the American Government. 10/

Recruitment and Transportation, 1944.-- The recruiting program for 1944 got under way in March. All recruiting was done in the name of the Office of Labor but, as in the preceding year, certain employees of the United Fruit Company were hired to assist in the work and facilities of that company were used both for recruitment and transportation to the shipping point. 11/

The goal for 1944 was set at 12,000 to 13,000 workers in addition to the 2,125 who had been brought in during 1943 and who were still employed (60,nc,2182-44). The Jamaicans began arriving at the end of April. None of the difficulties which had beset the shipping and receiving program the previous year were encountered and the operations were carried on smoothly. 12/ By May 6, 1944, there were 3,589 Jamaicans in the United States and the goal had been raised to a total of about 20,000. This goal was not met and the final figures showed a total of 15,666 Jamaican agricultural workers brought into the country in 1944.

Recruitment and Transportation, 1945.-- The War Food Administrator estimated on March 23, 1945, that between 15,000 and 18,000 agricultural workers would be recruited in Jamaica between March 24 and July 15. 13/ In carrying out its program, the Office of Labor used certain facilities of the United Fruit Company. It may be noted in this connection that administrative difficulties had arisen in paying the United Fruit Company for its services. During 1943, the company had assumed virtually full responsibility for recruitment and had been paid \$6,570.20, which was at the rate of 70 cents per worker recruited. Some delay in payment had occurred but the voucher was finally allowed on the basis of a Comptroller General's Decision. 14/ During 1944, the Office of Labor had assumed full responsibility for recruiting but had used certain of the Company's facilities and personnel and had agreed to reimburse the Company at the rate of 16 cents per worker recruited. On July 2, 1945, the Comptroller General rendered a decision permitting the payment of the bill. In view of these difficulties, a retroactive agreement was drawn up to cover payment for recruiting facilities

10/ Letter, Col. Philip G. Bruton to Charles W. Taussig, U. S. Chairman, Anglo-American Caribbean Commission, Mar. 9, 1944.

11/ Letter, Col. Philip G. Bruton to Thomas Bradshaw, Division Manager, United Fruit Company, Mar. 9, 1944.

12/ Letters, Hudson Wren, Chief of Operation, Division II, Office of Labor to Col. Philip Bruton, Apr. 26, 1944 and May 11, 1944.

13/ Letter, Marvin Jones, War Food Administrator to John H. Lord, American Consul, Kingston, Jamaica, Mar. 23, 1945.

14/ Letter, Chief, Budget and Finance Division to Acting Chief of Operations, Southeastern Division, May 26, 1945.

furnished in 1945 at a rate of 15 cents per worker recruited. However, it was finally decided that this would not be necessary and that the voucher covering 1945 could be handled in the same way as that covering 1944. 15/

The first recruitment in Jamaica in 1945 was for volunteers to work in Florida for the United States Sugar Cooperation. However, the response to this special recruitment was not as good as it had been in the past. 16/ On April 1, the first shipment, totaling 1,523 men, left Kingston for Port Everglades. All of these men were to be assigned to the sugar company. Of the second shipment of 1,634 men, which left on April 11, 838 had signed to work for the sugar company.

On May 15, it was decided that a total of 18,000 Jamaicans should be recruited. But as the war with Germany had ended, it seemed possible that cut-backs in industry would release a number of Jamaicans who had been brought to the United States for industrial labor by the War Manpower Commission. Many of these workers would then become available for employment in agriculture, thus making further importations unnecessary. It was therefore necessary that the last 3,000 men to be recruited and the Jamaican Government waive claims in event all or part of the group was not transported. 17/

Recruiting formally ended on June 5. In all, 34,009 workers were examined and 19,653 accepted. By June 26, 17,291 workers had been shipped to the United States, 582 had been canceled for failure to report for shipment or other reasons, and 1,776 remained as a backlog. 18/ No additional shipments were made so the figure of 17,291 remained as the final total of Jamaican farm laborers imported into the United States in 1945.

15/ Letter, L. E. Marchi, Chief, Budget and Finance Division to K. A. Butler, July 17, 1945.

16/ Letter, Burley B. Mitchell, Special Representative of the Director of Labor to Clarence E. Herdt, Chief, Operations Branch, Office of Labor, Mar. 31, 1945.

17/ Letter, Clarence E. Herdt to Burley B. Mitchell, May 15, 1945; letter, Burley B. Mitchell to Lt. Col. Wilson R. Buie, Director of Labor, May 26, 1945.

18/ Letter, Burley B. Mitchell to Col. Wilson R. Buie, June 26, 1945.

Recruitment and Transportation, 1946.-- The Labor Branch estimated that between 8,000 and 12,000 workers would be recruited in Jamaica between April 3, 1946, and June 30, 1946. 19/ The United Fruit Company was running at full capacity and was thus unable to provide assistance in recruiting, 20/ so the entire job was done by a Labor Branch staff and cooperating Jamaican officials. Recruiting began on April 3, 1946, and, at the end of a month's recruiting, the Labor Branch had decided that the total number to be recruited should be reduced to about 7,000 because of weather conditions, increases in numbers of domestic workers, and so on. 21/ Consequently, the rate of recruitment was reduced and some of the recruiting staff were returned to the United States. Then, on May 23, 1946, all further recruiting was suspended, and the last group of laborers left Kingston on May 30. A total of 6,105 workers were transported to the United States during this period of recruitment.

A second recruitment took place between September 9, 1946, and September 16, 1946. The terms were the same, except that the provision for paying each worker a cash subsistence allowance of \$3.00 on his arrival in the United States was canceled. The workers were transported to the United States by air rather than by boat. A total of 1,691 workers were recruited and transported, 22/ bringing the number of workers recruited and transported during 1946 to 7,796.

Recruitment and Transportation, 1947.-- A recruiting crew arrived in Jamaica the last of March 1947, and began preparations for recruiting. 23/ However, recruiting was delayed by difficulty in determining how many workers would be needed and by discussions between the two Governments regarding the \$3.00 cash subsistence allowance. The decision was to recruit about 1,000 workers and to pay them the allowance. A total of 1,017 workers were recruited and transported to the United States by air. 24/

19/ Letter, K. A. Butler, Acting Director of Labor to Edwin Carl Kamp, American Consul General, Kingston, Jamaica, Mar. 25, 1946. The Jamaican Government released an estimate of 12,000 as the number of workers to be recruited but the hope was expressed in the Jamaican press that this number would be exceeded. One newspaper stated: "...the figure is said to be likely to be nearer 40,000 than 12,000."--Daily Gleaner. Kingston, Jamaica. Apr. 2, 1946.

20/ Letter, Robert L. Elliott, Special Representative of the Director of Labor to Col. Wilson R. Buie, Apr. 5, 1946.

21/ Letter, Robert A. Neary, Acting Chief, Operations Division, Labor Branch to Robert L. Elliott, May 8, 1946.

22/ Letter, Robert L. Elliott to Wilson R. Buie, Sept. 23, 1946.

23/ Letter, Robert L. Elliott to Wilson R. Buie, Apr. 21, 1947.

24/ Letter, Robert L. Elliott to Wilson R. Buie, May 6, 1947.

Disappointment was expressed in Jamaica over the curtailed recruitment. The Under Secretary of Agriculture, in response to an inquiry from a Jamaican newspaper, stated that the curtailment was due to the following factors: over-all recruitment needs were considerably less than in the preceding year; adverse weather conditions had retarded the planting and maturing of crops, which delayed the need for imported workers; and the quota of workers from the Bahama Islands was increased by 2,000 in order to provide more workers from limited funds available. 25/

Placement

The importation of Negro workers from Jamaica presented certain difficulties. It was recognized that although these Jamaicans were members of the Negro race, their customs and social patterns differ from those of many of the Negroes of the United States and it was further reported that there was little race distinction in Jamaica. 26/ An official of the War Food Administration made a short investigation of this problem and reported in part: .

Over a period of years some Jamaicans have been working in coastal communities from Miami to Norfolk. However, experience with these workers has been that States' Negroes are more amenable to acceptance of the traditional local racial differentials. Summing up all of the evidence, I cannot get anyone very enthusiastic over the idea of placing Jamaicans where employers are accustomed to using States' Negroes. 27/

During 1943, the Jamaicans were employed at the request of the Jamaican Government mostly north of the Mason-Dixon line. The outstanding exception to the rule regarding employment south of the Mason-Dixon line occurred with the employment of considerable numbers in Florida beginning in October. Official figures show 1,315 Jamaicans were employed there in October, 1,471 in November, and 1,702 in December (103,p.9). There were several reasons for employing the Jamaicans in Florida. First, there was little need for this type of labor in the Northern States after the harvest

25/ Letter, N. E. Dodd, Under Secretary of Agriculture to Daily Gleaner (Kingston, Jamaica), May 16, 1947.

26/ Memorandum, George W. Hill, Special Assistant to the Deputy Administrator, War Food Administration to Conrad Theuber, Acting Chief, Division of Farm Population and Rural Welfare, Bureau of Agricultural Economics, May 11, 1943.

27/ Memorandum, George W. Hill to Lt. Col. Jay L. Taylor, May 17, 1943.

was completed but there was need for laborers who were willing to extend their contracts and work in the Florida sugar fields. Second, it was felt that the Jamaicans would not be able to stand the rigorous winter climate of the North. Third, Florida offered a suitable area for concentrating the workers and furnishing them employment while waiting for shipping to become available to repatriate those who wished to leave.

However, before it was possible to offer such employment it was necessary to secure the approval of the Jamaican Government. A representative of that Government visited the Florida camps and made a report, after which the Government approved the proposed program. 28/ When the workers were moved into the sugar camps, a considerable number were dissatisfied with the type of work and the wages and refused to work or worked in an unsatisfactory manner. Many stated that they had not realized the type of work they were agreeing to perform when they extended their contracts. 29/ Others were not interested in working while waiting for transportation but at the same time they did not want to pay for their food and lodging during this period. These individuals were moved out as rapidly as possible. Those remaining increased their production and thus earned higher wages and by the end of December the situation was reported to be satisfactory. 30/

During 1944, the Jamaican Government again made a special exception to its objection to using workers south of the Mason-Dixon line and permitted them to be employed in Florida by the United States Sugar Corporation. 31/ In order to insure that no misunderstandings would arise, the Office of Labor recruited a group of Jamaicans to be used exclusively on this project. In addition, certain of the Jamaicans employed in the Northern States were given the option of going to Florida for sugar work in the fall. On October 1, 1944, there were 1,513 workers in 7 camps and this number increased a great deal during the next 3 months. Monthly reports from the Office of Labor representative who supervised the camps indicated that the workers were generally well satisfied.

28/ Letter, Col. Philip G. Bruton to Eric Hazelton, British Section, Anglo-American Caribbean Commission, Dec. 14, 1943.

29/ Letter, Clarence E. Herdt to Paul Vander Schouw, Chief, Farm Labor Supply Section, West Palm Beach, Fla., Nov. 1, 1943.

30/ Letter, Clarence E. Herdt to Herbert G. MacDonald, Chief Liaison Officer, British West Indies Central Labour Organization, Dec. 30, 1943.

31/ Letter, Col. Philip G. Bruton to Sidney de la Rue, Special Assistant, Anglo-American Caribbean Commission, June 14, 1944.

During 1945, the Jamaican Government agreed to permit the laborers to work in more of the States south of the Mason-Dixon line than in previous years and the power to grant such permission was delegated to the Liaison Officer whose office was in Washington. 32/ This delegation of authority permitted prompt decision on specific questions, a factor of considerable importance in the harvesting of perishable crops.

Late in 1945 and early in 1946, a number of Jamaican workers in the Florida sugar plantations and British representatives of the West Indies complained of conditions there and, in April 1946, the Jamaican Government, fearful that the antagonism between workers and company supervisors might result in serious disorders, requested that Jamaican workers be withdrawn from Florida. 33/ The Jamaicans were replaced by Barbadian workers after the sugar company promised to remedy living and working conditions. 34/ In the fall of 1946, as the cane-cutting season approached and more workers were needed, the Jamaican Government agreed to permit its nationals to volunteer for work in Florida and Louisiana. 35/ On December 1, 1946, there were 1,940 Jamaicans employed in Florida and 1,088 in Louisiana (26, Dec. 12, 1946).

Extension of Contracts and Repatriation

Contracts signed during recruitment in 1943 had all carried September 30, 1943, as an expiration date. Before this expiration date could be extended, it was necessary to secure the approval of the Jamaican Government, represented in these matters by Herbert G. MacDonald, Chief Liaison Officer of the British West Indies Central Labour Organization Representing the Governments of Barbados, British Honduras and Jamaica. 36/ Before Mr. MacDonald approved the extension, he asked that some of the difficulties encountered in the administration of the program be discussed in a conference. In view of the satisfactory discussion of these problems, Mr. MacDonald agreed to the extension of contracts beyond September 30, 1943, in order to finish out the growing season. The question of extending some of the contracts throughout the winter was discussed and it was agreed to refer the matter to the Jamaican Government.

32/ Letter, Burley B. Mitchell to Clarence E. Herdt, June 21, 1945.

33/ Letter, Brig. Gen. R. D. H. Arundell, British Resident Member, Caribbean Commission, British Section to Wilson R. Buie, Apr. 8, 1946.

34/ Letter, Wilson R. Buie to Charles E. Weatherald, Vice President and General Manager, U. S. Sugar Corporation, Clewiston, Fla., July 3, 1946.

35/ Letter, Herbert G. MacDonald to Wilson R. Buie, Oct. 4, 1946.

36/ Memorandum of conference...Re: Jamaican Agricultural Workers, July 30, 1943.

Table 10.— Jamaican farm workers employed under the Emergency Farm Labor Program by States, specified dates

State	: July 31, 1943	: Aug. 1, 1944	: Aug. 3, 1945	: Sept. 27, 1946	: May 2, 1947
	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>	: <u>Number</u>
Arizona	:		5		
California	:		2,693		
Colorado	:		99		
Connecticut	:	1,000	2,088	2,641	1,945
Delaware	:		580	434	292
Florida	:		1,722	2,141	139
Illinois	:	638	996	643	549
Indiana	:	186	334	317	217
Iowa	:	314	429	766	
Kansas	:			225	
Louisiana	:				373
Maine	:		642	212	116
Maryland	:		585	1,297	424
Massachusetts	:		150	362	222
Michigan	:	747	1,659	604	940
Minnesota	:	357	197		
Missouri	:			143	43
New Hampshire	:			41	164
New Jersey	:	1,942	1,664	1,758	1,508
New York	:	1,524	3,005	3,072	2,514
Ohio	:	181	1,224	1,217	1,295
Pennsylvania	:	309	645	560	267
South Dakota	:				199
Wisconsin	:	1,046	1,729	1,766	1,052
U. S.	:	8,244	17,649	20,996	12,279
	:				4,859

Arrangements were immediately made for the regional directors to canvass the Jamaicans employed in their regions and to have those who wished to remain to complete the crop season sign forms extending their contracts. It was also necessary to make lists of the laborers who wished to return to Jamaica at the end of the September 30 contract period in order to arrange transportation. Transportation from the United States to Kingston, Jamaica, was handled by the War Shipping Administration. The debarking and transportation of the laborers from Kingston to points of original recruitment were handled by the United Fruit Company under contracts with the Office of Labor. 37/

More than half of the workers signed contract extensions varying from 2 weeks to 3 months and when the Jamaican Government extended permission for workers to remain in the United States through the winter, about a fourth of the total workers decided to remain. On December 31, 1943, there were 2,154 workers in the United States (103,p.9).

This desire on the part of so many workers to extend their contracts for varying periods and the desire of employers to retain their services indicate that the program was generally successful from both workers' and employers' viewpoints. Excerpts from censored letters written by Jamaican laborers to relatives and friends in Jamaica also indicated that the number of dissatisfied workers was small (42,1944:116).

The repatriation of Jamaican workers in 1944 was handled in much the same way as in 1943. The workers were assembled in camps on the Eastern seaboard and returned to Jamaica as shipping was made available by the War Shipping Administration. New agreements effective from September 15, 1944, to December 31, 1944, were signed with the United Fruit Company, providing for that organization to furnish transportation and related services for the return of workers from Kingston to the original points of recruitment in Jamaica. 38/

Workers who wanted to remain in the United States were given the opportunity to sign amendments to work agreements extending their period of employment to December 31, 1945, provided that authority and funds were made available by the Congress for the program. This amendment was the subject of some negotiation but the eventual result differed little from the original Work Agreement.

37/ Memorandum of Understanding with United Fruit Company, June 12, 1943; Agreement between the War Food Administration and the United Fruit Company Concerning Debarkation and Transporting Laborers, October 14, 1943.

38/ Memorandum of Understanding with United Fruit Company; Repatriation of Jamaican Agricultural Workers, and Agreement between the War Food Administration and the United Fruit Company concerning Debarkation and Transporting Laborers, Oct. 3, 1944.

On September 9, 1944, the War Manpower Commission proposed to the Director of Labor that Jamaican workers whose contracts were expiring be transferred to the War Manpower Commission for employment in essential war industries and services where production goals had not been reached due to critical shortages of manpower. 39/ These workers would be returned to the War Food Administration at the beginning of the 1945 agricultural season. On September 16, 1944, the Divisional Offices were advised by the Chief of the Operations Branch that negotiations looking toward such transfer were under way with the War Manpower Commission and the Jamaican Government. Such Jamaicans as wished to remain in the United States and were surplus to agriculture would be eligible for transfer. The worker would sign an agreement releasing the War Food Administration from further obligation under his original work agreement. If the War Food Administration did not exercise its right to recruit these workers for agricultural labor at a later date, the War Manpower Commission would assume all responsibility for repatriation. Workers would be available for transfer to industry only if they so agreed and only if "firm" orders were at hand for their employment at the termination of their employment in agriculture. 40/

Agreements were made with the War Manpower Commission and the Government of Jamaica and a considerable number of workers who otherwise would have been repatriated were thus employed in essential industry. As of December 31, 1944, 4,851 Jamaicans had been transferred to the War Manpower Commission (43:1946,pt.2,p.113).

The opposite approach to the problem was made during 1945. After the surrender of Germany, the demand for foreign laborers in industry decreased but the demand for such workers in agriculture reached its peak. The War Manpower Commission and the War Food Administration therefore signed a memorandum of understanding on May 26, 1945, providing for the transfer of Jamaican workers from employment under the War Manpower Commission program to employment under the War Food Administration program. As the War Manpower Commission was terminated by Executive Order 9617 of September 19, 1945, and the United States Employment Service was assigned the responsibility for liquidating the War Manpower Commission's foreign worker program, the United States Employment Service and the Labor Branch concluded a memorandum agreement on January 15, 1946, which provided for the transfer of available workers needed by the Labor Branch to that agency.

39/ Letter, John K. Collins, Director, Bureau of Placement, War Manpower Commission to Brig. Gen. Philip G. Bruton, Sept. 9, 1944.

40/ Memorandum, Clarence E. Herdt to Divisional Chiefs of Operations, Sept. 16, 1944.

Most of the repatriation in 1945 took place after the surrender of Japan and the procedure was much the same as in preceding years. Agreements had been signed with the United Fruit Company on May 4, 1945, providing for that firm to assume responsibilities for the repatriation of workers from Kingston to their points of origin. There was some concern in the fall of 1945 over shipping difficulties and the enforced delay in repatriating some of the workers. However, this matter was fairly well cleared up by the middle of December 1945.

On January 25, 1946, an agreement was signed with the United Fruit Company, providing, as in previous years, for that company to debark returning laborers at Kingston and transport them to points of recruitment. The agreement was effective for only a comparatively few workers returned in 1946 and no agreement was necessary in 1947 because in the revised work agreement of 1946, the United States Government assumed only responsibility for returning the workers to Kingston rather than to points of recruitment. Repatriation in 1946 and 1947 followed along the lines established in preceding years.

Administrative Problems

Several of the more important administrative problems were discussed in preceding sections. However, other problems not so directly connected with such activities as recruitment and placement arose and had to be settled. For example, provisions were made early in the program to group the men in sections of 50 for living quarters and to furnish each group with a Jamaican cook to prepare the kind of food to which they were accustomed. 41/ In spite of this precaution, there was some complaint as to the subjects of food and housing and unfavorable newspaper publicity resulted. Certain camps in New York used for housing Jamaicans were criticized, 42/ as was a camp near Swedesboro, N. J.

The War Food Administration recognized the validity of some of these complaints and attempted to remedy conditions. In reply to a letter from an official of the State of New Jersey, transmitting two reports which declared that conditions in the Swedesboro camp were satisfactory, an official of the War Food Administration stated in part:

41/ Letter, William H. Tolbert, Assistant to the Deputy Administrator, War Food Administration to J. L. Harris, Labour Advisor, Labour Department, Jamaica, May 3, 1943. Mr. Tolbert pointed out that since the growers would be scattered throughout the country and engaged with individual growers, the ratio of cooks must be high. He asked that, if possible, men be recruited for cooks who could also work in the fields so that they could alternate. The cooks often complained that they earned less money than the field hands.

42/ Letter, T. N. Hurd, Director, New York Farm Manpower Service, Albany, N. Y. to J. H. Wood, Upper Darby, Pennsylvania, July 16, 1943.

The many camps being operated throughout the United States for imported agricultural labor have presented a most difficult problem particularly since funds were not available for new construction and the fullest advantage had to be taken of existing facilities augmented by tentage and field equipment as could be drawn from the Army Service Forces. Also, the securing of reasonably qualified personnel in order to build up the extensive organization handling this camp program has presented a most serious problem. These camps are receiving constant supervision from regional personnel as well as from representatives of my office here in Washington. The condition of these camps as a whole are not of as high a standard as I would like to have them, but it is intended to make them as comfortable, livable and sanitary as existing conditions will permit.

Numerous complaints, of course, are received from time to time as to the condition and operation of many of our camps and the labor camp at Swedesboro is not an exception.... 43/

Conference on Administrative Problems, July 30, 1943.-- Other difficulties arose in other camps and in various sections of the country and some criticism of the program arose both in the United States and in Jamaica. Jamaican officials were also interested in the criticisms and, upon the suggestion of Herbert G. MacDonald, Chief Liaison Officer of the British West Indies Central Labour Organization Representing the Governments of Barbados, British Honduras, and Jamaica, a conference of representatives of Jamaica, the Office of Labor, and the Anglo-American Caribbean Commission, was held on July 30, 1943, in the office of the Chairman of the American Section of the Anglo-American Caribbean Commission. 44/ Mr. MacDonald first indicated that there were no difficulties in the following areas in each of which were employed the number of Jamaicans specified: Idaho, 800; Connecticut, 1,500; Long Island, 500; Michigan, 160; Indiana, 162; Wisconsin, 295; and Minnesota, 350. Specific difficulties were then enumerated by Mr. MacDonald.

A major difficulty was that the wives of the Jamaican workers had not been brought with them. It was pointed out that this policy had been followed at the request of the Jamaican Government and that if the contracts were extended and the Jamaican Government so desired, the United States Government would do all it could to bring in the wives.

43/ Letter, Grover B. Hill, Assistant Administrator, War Food Administration to William E. Ohland, Executive Assistant for Defense, State of New Jersey, Aug. 18, 1943.

44/ Memorandum of Conference...Re: Jamaican Agricultural Workers, July 30, 1943.

There were variations between areas as to the amounts that were deducted from the worker's pay and sent to Jamaica for deposit to his credit. This difficulty arose over varying interpretations of the agreement and United States authorities declared that they were willing to adopt any policy set by the Jamaican Government.

Some workers employed at piecework were earning less than \$3.00 a day. The remedy for this condition lay in carrying out the terms of the work agreement. Some workers were paid by the grower only every 2 weeks and in some work, particularly in sugar beets, there was an even longer delay. Mr. Barr of the Office of Labor stated that every effort was being made to correct this condition, which had resulted in part from differences between agreement with the Jamaican Government and contracts with the growers.

Certain workers had not yet received the extra \$5.00 they were to be advanced under their contracts to cover the period that they were unemployed after arrival. Estimates varied as to the number involved.

A point was made in regard to the Jamaican supervisors. Mr. MacDonald stated that they were poorly distributed throughout the country and that as a group they were incompetent. After some discussion, it was agreed that each group of workers should elect its own representative from among the workers themselves. This man would receive no extra pay but would act solely as the workers' representative. Those men already employed as supervisors would act as foremen and carry on only those functions assigned them by camp managers.

In regard to the few instances of alleged racial discrimination, it was agreed that each case would be investigated and that when discriminations existed which were not corrected immediately, the War Food Administration would remove the workers from that community. It was also agreed that when workers were arrested by local authorities, the matter should be handled by the camp manager and should be referred to the Washington level only in cases of obvious injustice. Mr. MacDonald stated that if new contracts were negotiated in the future they should contain a clause that would authorize essential disciplinary action.

The point was raised that the laborers did not like being charged for rent when they lived in quarters provided by the Farm Security Administration. However, the Farm Security Administration was required by law to make this charge and it was suggested that this be explained to the workers.

Some of these problems were solved in 1943 but others carried over into 1944. In setting up the program for 1944, the Office of Labor handled some of them by administrative action. It was decided as a matter of principle, that supervisors would not be recruited in Jamaica. On the question of compulsory savings, it was hoped that a system of records set up for individual workers would solve the problem. 45/

The question of compensation for death and injuries kept recurring. Here, however, the difficulty lay in the fact that such matters were governed by the laws of the respective States into which workers were imported. 46/

A question that recurred was that of determining when a worker was furnished employment as the Government was liable for the subsistence of the worker until he was furnished employment. At times workers were assigned to employers for a few days before they actually began work and they were charged for subsistence during this period. 47/ The question was cleared with the Solicitor of the Department of Agriculture and it was finally determined that the "period of employment" commenced on the day following the worker's delivery to his first area of employment, provided he was assigned to a farmer. The worker thereupon became liable for subsistence charges at a rate not to exceed \$1.40 a day. At the same time, the Office of Labor became responsible for providing employment for 75 percent of the period or if such employment were not furnished, for paying or having paid to the worker a subsistence allowance of \$3.00 a day or \$1.60 per day plus food and lodging. At the same time, the Office of Labor assumed responsibility for providing meals while the worker was being transported from one area to another. When a worker was certified as incapacitated because of illness, the Office of Labor assumed responsibility for providing board and lodging for days beyond the first three, unless the worker was receiving compensation. 48/

Differences between Jamaican Agreement and International Recruiting Conventions.— On November 13, 1944, the British Government raised several general questions regarding Jamaican labor in an Aide Memoire. 49/ The communication pointed out certain inconsistencies between the agreements and the terms of the International Recruiting Conventions of 1936 and 1939, and, although the British Government did not wish to press for any immediate modification of the agreements, it did request that the agree-

45/ Memorandum, Col. Philip G. Bruton to Clarence E. Herdt, Mar. 9, 1944.

46/ Letter, Col. Philip G. Bruton to Charles W. Taussig, Mar. 9, 1944.

47/ Letter, Herbert G. MacDonald to K. A. Butler, June 1, 1944.

48/ Letter, Lt. Col. Henry Walsh, Assistant Director of Labor to Herbert G. MacDonald, Nov. 2, 1944.

49/ Letter, Ellsworth H. Plank, Division of International Labor, Social, and Health Affairs, U. S. Department of State to Clarence E. Herdt, Dec. 2, 1944.

ments be construed in light of the conventions. The Office of Labor made a detailed reply to the State Department even though it was pointed out that the Congress had never made the conventions effective on the part of the United States. 50/

The British memorandum objected that the type of employment was indefinite. The Office of Labor agreed that the agreement permitted the employment of laborers in other than agricultural work but under the terms of Public Law 229, employment by work agreements with the War Food Administration was specifically limited to agricultural labor as defined in the law. In practice, this meant that the worker was employed in what is commonly regarded as agricultural labor or in the closely related labor of packing, canning, and other processing of perishable or seasonable agricultural products.

The British Government suggested that the transfer of workers from one employer to another without the consent of the workers was inconsistent with the Recruiting Conventions. The Office of Labor replied that the workers had only one contract, the Work Agreement with the United States Government and this Agreement was never transferred. It was often necessary to move workers employed in harvesting perishable crops frequently and quickly and to obtain the consent of the worker would be impracticable and would serve no useful purpose.

The provision that a Jamaican laborer who had breached his contract and had refused to return to Jamaica could be detained in order to effect repatriation was necessary under the law authorizing the agreement with Jamaica and the War Food Administration had no power to modify the requirement. However, the War Food Administration endeavored in every way to insure that there were no abuses of this power by local authorities.

The question of compensation for death or injury was brought up again and again the reply was that this was a matter that in almost all cases came under the compensation laws of the various States. The problem of subsistence for a worker while ill was discussed and it was pointed out that although domestic workers generally subsisted upon their own resources while ill, extensive provisions had been made under the Work Agreement for subsisting the ill Jamaican worker without cost to him.

50/ Letter, Clarence E. Herdt to Otis E. Mulliken, Chief, Division of International Labor, Social, and Health Affairs, U. S. Department of State, Jan. 30, 1945.

By the very nature of the work, the exact rate of wages was impossible to fix for a long term in advance and still be fair to both domestic and imported laborers. However, the Jamaicans did have fixed guarantees. All deductions that were made from the laborers' pay were specified as fully as possible and were considered both legal and just.

In conclusion, the Office of Labor suggested that none of the provisions of the agreements were inconsistent with the spirit and purposes of the relative International Conventions.

The difficulties discussed were general in nature. It was inevitable in an operation of this size covering such a large part of the country that isolated cases of group misunderstandings should occur. Such a misunderstanding, according to a report of the County Agricultural Agent, arose in Scottsbluff, Nebr., in October 1944. ^{51/} Scottsbluff is on the North Platte River and the center of an irrigated agricultural district which produces, among other crops, considerable quantities of sugar beets and potatoes. In ordinary times, much of the labor is performed by transit Mexican laborers and in the fall of 1944 the growers applied for Mexican help. When this was not available, they were willing to employ Jamaicans. It was planned to house the workers on the farms as no central labor camp was available in the area.

The first shipment of Jamaicans arrived in Scottsbluff on the morning of October 7. They were taken to one of the local restaurants and given breakfast. They were then called together and the local working conditions were explained to them. The going wage was about 7 cents a bushel for picking potatoes and the regular Government rate -- \$1.15 to \$1.25 a ton -- for topping sugar beets. This made it possible for the average worker to earn from \$7 to \$12 a day working 9 or 10 hours. A spokesman for the workers stated that they had received 10 cents a bushel for picking potatoes in Michigan and felt that they should receive that much in the Scottsbluff area. After some discussion, 8 cents a bushel was generally agreed upon, with the additional promise of \$1.00 an hour for help in hauling potatoes. All the workers except nine were loaded on trucks and taken to the country. These nine stated that they would not work regardless of pay offered. In the afternoon, the farmers began to bring the workers back into town after they had absolutely refused to stay on the farms and by evening all except four were back in town.

^{51/} Letter, C. W. Nibler, County Agricultural Agent to A. H. Maunder, Nebraska State Supervisor, Emergency Farm Labor, Oct. 10, 1944.

The workers were temporarily housed in a sugar company dormitory in Gering. On Sunday, October 8, and Monday, October 9, two potato companies hired groups at 60 and 90 cents an hour and reported that the work was very satisfactory. Meanwhile, some of the farmers tried to persuade the Jamaicans to work for them but without success. Many farmers decided that in view of the circumstances, they wanted to cancel their contracts and, as it was impossible to find central housing facilities for the workers it was decided to move them out of the area except for one group of four Jamaicans who remained with one farmer.

The county agricultural agent praised the cooperation of the War Food Administration. The main point of difference with the workers appeared to be the lack of central camp housing facilities and the county agent felt that satisfactory arrangements could have been made except for the influence of 9 or 10 who were determined not to work if they were housed on the farms. As a result of the discouraging negotiations with this first group, the Extension Service requested the Office of Labor to cancel further shipments of Jamaicans to Scottsbluff.

On October 10, 1944, the Office of Labor directed its field personnel to canvass all Jamaicans as to their willingness to work before moving them to other agricultural areas. Workers unwilling to move were to be sent to Camp Eustis, Va., a repatriation center.

Other Misunderstandings.-- During 1945 the difficulty of pleasing everyone was illustrated by a number of cases occasioned by misunderstandings or by attempts of either employers or workers to take advantage of a situation. A few examples illustrate these problems. One occurred when employers attempted to discipline workers by depriving them of employment for a few days. This was in definite violation of the employment agreement and steps were taken to bring this to the employers' attention. 52/ An instance of Jamaicans refusing to work in accordance with their contracts occurred in Colorado in May when a group refused to thin sugar beets under favorable employment conditions. It was necessary to ship 141 of these workers to Camp Murphy for repatriation. 53/

52/ Letter, Clarence E. Herdt to C. O. Dickey, Acting Chief of Operations, Division II, Office of Labor, Apr. 30, 1945.

53/ Letter, William H. Tolbert, Chief of Operations, Division IV, Office of Labor to Col. Wilson R. Buie, May 29, 1945.

Unusually bad weather conditions in several sections of the country led to unemployment and consequent discontent on the part of the workers. In two such instances, employers subcontracted the laborers for other employment and retained the difference in pay between the agricultural work the laborers were originally scheduled to do and the work they actually did for the subcontractors. It was necessary in each of these cases for a representative of the Office of Labor to investigate and see that the employers paid the workers the difference between the agricultural wage and the wage they had actually earned. 54/

Visit of Jamaican Delegation, August-September 1945.-- The Jamaican press carried news stories, both favorable and unfavorable, by and about the workers. These stories and the general interest of the Government of Jamaica in all aspects of conditions under which the Jamaicans were working led to the appointment of an unofficial delegation to visit the United States. The delegation was composed of 3 men, Major A. G. Curphey, Member of the Legislative Council, and C. C. Campbell and J. Z. Malcolm, Members of the House of Representatives. The delegation was in the United States from August 14, 1945, to September 5, 1945. It visited camps in Connecticut, Massachusetts, New York, Pennsylvania, Illinois, New Jersey, Ohio, and Florida.

The delegates submitted an official report dated September 12, 1945, to the Colonial Secretary, Government of Jamaica. 55/ The report made specific recommendations as to certain camps and general recommendations as to the program as a whole. The delay in repatriation of workers from Camp Murphy, Fla., the repatriation center, and the consequent discontent, quarreling, gambling, and so on, on the part of the workers, was one of the outstanding problems mentioned. It was recommended that immediate steps be taken to provide additional transportation and thus cut the length of stay of workers in this camp. The delegation was favorable to the extension of permission for workers to remain in the United States in 1946 and to an annual program of recruiting as requested by several organizations employing large numbers of Jamaican workers. This indicated a generally favorable view of the operation of the program.

54/ Letter, Chief of Operations, Chicago, to Director of Labor, June 2, 1945; Norman Lovellette, Acting Chief of Operations, Division III, Office of Labor, to Director of Labor, July 26, 1945.

55/ Letter, H. G. MacDonald to Col. W. R. Buie, Oct. 18, 1945.

Summary

From 1943 to 1947, inclusive, the Office of Labor recruited and transported 50,598 Jamaican agricultural workers to the United States. The program, insofar as the number of workers imported was concerned, was second in importance only to the Mexican program. Certain difficulties arose in the administration of the Jamaican program but these are probably viewed in their proper perspective in the following extract from a Jamaican newspaper:

It is the eagerness with which people in this country flock to the recruiting booths, and the willingness of American farmers to employ Jamaicans, which enable us to see in proper perspective the sensational accounts of grievances and wrongs on both sides. Incidents there have been, but the general pattern of events has been such as to leave the overwhelming majority of our workers, and of the American employers with whom they came into contact, with a sense of satisfaction. 56/

56/ Daily Gleaner (Kingston, Jamaica), Apr. 6, 1946.

Chapter 12.

FARM WORKERS FROM BARBADOS, BRITISH HONDURAS, CANADA, AND NEWFOUNDLAND

Farm Workers from Barbados

Agreements with Barbados, 1944-46

During the summer of 1943, the Government of Barbados requested the United States Government to recruit agricultural workers on that island. The Anglo-American Caribbean Commission and the British Embassy, through which the Barbadian Government had presented the request, pointed out that the unemployment situation was worse in Barbados than in other British colonies in the Caribbean. 1/ Officials of the Office of Labor replied that recruiting for 1943 had been completed, that the program for 1944 depended upon Congressional action, and that shipping was a difficulty that would have to be overcome. At the same time, representatives of the Office of Labor agreed at a meeting of officials concerned with Caribbean problems held in Mr. Zemanurray's office on August 2, 1943, that consideration would be given to recruitment from Barbados if foreign workers were recruited in the future. 2/ Additional communications of a similar tenor were exchanged in the fall of 1943.

Agreement of May 24, 1944.-- The Anglo-American Caribbean Commission informed the Office of Labor in April 1944, that the Government of Barbados was anxious to conclude an agreement for the employment of available Barbadians. 3/ The Director of Labor was in Mexico at that time attempting to overcome certain difficulties, mainly transportation limitations, that were threatening to delay the Mexican recruitment program. These difficulties may have influenced the Director to instruct his staff to arrange at once for the importation of 2,000 or more Barbadian workers.

An agreement was quickly reached and, on May 24, 1944, Sir Grattan Bushe, Governor of Barbados, and Colonel Philip G. Bruton signed a "Memorandum of Understanding Relative to Employment in the United States of America of Agricultural Workers from Barbados." The memorandum and the accompanying work agreement were formalized on July 24, 1944, by notes exchanged between the American Consul in Bridgetown, Barbados, and the Governor of Barbados.

1/ Letter, Eric Hazelton, British Section, Anglo-American Caribbean Commission to Mason Barr, Office of Labor, August 2, 1943.

2/ Letter, Eric Hazelton to Col. Philip G. Bruton, Director of Labor, Aug. 25, 1943.

3/ Letter, Lt. Col. Wilson R. Buie, Assistant Director of Labor to Col. Philip G. Bruton, April 19, 1944.

The Memorandum provided that the Government of Barbados would facilitate the engagement of the number of workers agreed upon by the two Governments, that such workers were not to be subject to military service for the United States, that they were not to be employed to displace other workers or to reduce previously established prevailing wages, and that all were to be engaged under the approved written contract. The guarantees and other provisions of the contracts conformed closely to those of the Jamaican agreement and contract. One difference to be noted was that the Barbadians were not to be given \$5.00 advance subsistence on their arrival in this country as were the Jamaicans. 4/

Modification of 1945.-- No recruitment was carried out in Barbados in 1945 and no major revision was made of the agreement. The transfer of Barbadian workers from industrial work under the supervision of the War Manpower Commission to agricultural work under the supervision of the War Food Administration was covered by an exchange of notes between the Governments of the United States and Barbados. The work agreement to be signed by workers transferred was modified to permit its termination whenever the services of the workers were no longer required. 5/

Modification of March 6, 1946.-- On March 6, 1946, an agreement was signed by William C. Holley, Acting Director, Labor Branch, USDA, and by Guy Perrin, Labor Commissioner, Barbados, approving a new work agreement. The new work agreement was drawn up on the basis of operating experiences under former agreements with Barbadian, Jamaican, and Bahamian workers. Generally, the tendency was to simplify, so far as possible, the record-keeping necessary under the agreement. Some of the changes merely clarified points that had been settled in practice.

Under the new agreement, employment was for a term ending December 31, 1946, unless sooner terminated by the Government upon determination that the employment of the worker was no longer necessary. The Government agreed to transport the worker and two pieces of baggage weighing not more than 75 pounds from the point of recruitment in Barbados instead of from the point of entry into the United States. Difficulties with transportation led to the inclusion of a new provision for the payment of a subsistence allowance of 50 cents for each day

4/ Letter, K. A. Butler, Office of Labor to W. A. Canon, Office of Labor, June 7, 1944; Letter, C. E. Herdt, Office of Labor to Hudson Wren, Office of Labor, May 26, 1944.

5/ Letter, S. Reid Thompson, United States Consul, Bridgetown, Barbados to John D. Rankine, Acting Governor of Barbados, July 28, 1945; Letter, P. F. Campbell, Acting Colonial Secretary, Barbados to Consul for the United States of America, Bridgetown, Barbados, Aug. 2, 1945.

beyond 14 that a worker was delayed in any one holding center by reason of lack of transportation facilities. A worker who had never been assigned to a person for work was to receive a similar allowance for time spent in the United States after 1 week from arrival.

The guaranteed earnings clause was changed from \$3 a day for three-fourths of the time assigned for work to \$15 a week, if paid weekly, or \$30 bi-weekly and on a proportionate basis if the worker was not willing and able to work the entire time. If the gross earnings were less than this amount, the worker was to receive a subsistence allowance for the difference. Once assigned, he was assured assignment for 42 calendar days, or payment of a sum equal to the amount, if any, by which gross earnings and subsistence allowance were less than \$90. The Government was to furnish the worker medical care, shelter, and other subsistence living facilities during the time he was not assigned to a person for work. Twenty-five percent of the worker's wages and subsistence allowance was to be sent to Barbados for deposit to his credit. Other provisions of the contract were similar to the provisions of the earlier Barbadian and Jamaican contracts.

Recruitment and Placement

Recruitment and Placement, 1944.-- The recruitment program for 1944 was in charge of Kenneth Gilbert, who arrived in Barbados on May 29, 1944. A total of 939 workers were accepted and 909 were sent to the United States on the "George Washington" on June 4, 1944. 6/ There was no further agricultural recruitment in Barbados in 1944, although the War Manpower Commission recruited a somewhat larger number for industrial employment.

The Barbadians were employed during the summer in agricultural labor. No particular difficulties in administering the program occurred; the greatest was that about 120 workers in one group contracted mumps and had to be hospitalized. In the fall an agreement was made with the Government of Barbados to transfer those workers wishing to remain in the United States to the War Manpower Commission. 7/ Only 199 of the Barbadians were transferred under this agreement; the remainder were repatriated (43:1946, pt.2, p.113).

6/ Letter, Kenneth Gilbert, Office of Labor to Hudson Wren, June 22, 1944.

7/ Letter, Marvin Jones, War Food Administrator to the Secretary of State, November 8, 1944.

No Program in 1945.-- There was no program of recruiting in Barbados in 1945 even though workers were available for recruitment. 8/ This decision resulted from shipping difficulties and the distance of Barbados from the United States as compared with other West Indian sources of labor. The labor situation had eased somewhat and a good many imported laborers who had been employed by industry were available for agricultural employment. It was not even possible to employ all of this latter group. 9/

Recruitment and Placement, 1946.-- Early in 1946, an agreement was made for recruitment of approximately 3,000 farm workers in Barbados. The program was in charge of Edwin P. Astle, who arrived in Barbados the middle of April. 10/ During recruiting, preference was given to ex-servicemen. A total of 3,087 Barbadian workers were recruited and transported to the United States (95,1947:21).

On June 28, 1946, a total of 2,947 Barbadians were employed in agriculture. Of these, 75 were employed in Delaware, 2,645 in Florida, and 227 in Wisconsin (26, July 12, 1946). During the fall, the Barbadians were repatriated rapidly and, on January 1, 1947, only 641 were employed in agriculture. These workers were distributed as follows: Delaware, 1; Florida, 617; Louisiana, 17; Massachusetts, 2; and New York, 4 (26, Jan. 13, 1947). No additional workers were recruited in Barbados in 1947.

Farm Workers From British Honduras

Agreement with British Honduras

An agreement for the employment of agricultural workers from British Honduras was signed by Wilson R. Buie, Director of Labor for the Department of Agriculture and by Herbert G. Macdonald, Chief Liaison Officer of the British West Indies Central Labour Organisation on February 5, 1946. The Memorandum and the Work Agreement were similar in their provisions to the Barbadian Agreement of 1946. The main difference was that workers recruited in British Honduras were to receive a cash subsistence allowance of \$3.00 upon their arrival in the United States, but this provision did not become effective as no workers were recruited in British Honduras by the Department of Agriculture.

8/ Letter, Herbert G. Macdonald, Chief Liaison Officer, British West Indies Central Labour Organisation to Brig. Gen. Philip Bruton, Feb. 7, 1945.

9/ Letter, Col. Wilson R. Buie to C. W. Taussig, June 13, 1945.

10/ Letter, Howard A. Preston, Acting Director of Labor to Edwin P. Astle, Labor Branch, FMA, Apr. 9, 1946.

Recruitment and Placement

Although no recruiting was done in British Honduras under the emergency farm labor supply program, 198 workers were transferred from the War Manpower Commission to the Department of Agriculture during 1946. Early in 1946 these workers were employed in Florida and were moved north as the season advanced. On June 28, 1946, there were 134 British Hondurans employed in agricultural work in Massachusetts and 5 in Wisconsin (26, July 12, 1946). By the end of the year, only 5 British Hondurans, stationed in Wisconsin, remained at work under the program (26, Jan. 13, 1947).

Farm Workers from Canada

An aspect of the program relating to Canadian workers--the exchange of grain harvest labor and of custom combines between the two countries--was discussed in a previous chapter. However, Canadian workers provided considerable additional assistance in harvesting other crops, especially potatoes in Maine, during several years of the emergency farm labor supply program. At the same time, specialized agricultural workers from the United States, particularly those skilled in tobacco, assisted with Canadian crops.

Agreements with Canada

Agreement for 1942.-- The general arrangement announced by the White House on April 10, 1942, discussed in a previous chapter, included provisions for facilitating passage across the international boundary of seasonal agricultural labor and farm machinery.

Agreement for 1943.-- An arrangement for facilitating the movement during 1943 was approved by the Canadian Government on August 10, 1943, and was publicly announced on August 12. 11/

Agreement for 1944.-- It was not until 1944 that the agreement resulted in the transportation of Canadian workers into the United States by the Department of Agriculture at Government expense. Discussions were held at a series of meetings of officials of the two Governments on potato workers for Maine, final agreement being reached on August 19, 1944. This agreement was less formal and detailed than those with most other governments whose citizens also assisted the farmers of this country in their wartime tasks, perhaps partly because such interchange of labor was traditional between the United States and Canada.

11/ American Embassy, Ottawa, Memorandum on Canadian Workers for the Maine Potato Harvest, July 25, 1944.

In addition to provisions setting times for admission and technical requirements, the agreement provided that workers must be at least 14 years of age and over, that minimum wages in Maine would be 13 cents a barrel with board and room for picking up potatoes and 15 cents a barrel without board and room, that sufficient food and gasoline ration coupons would be issued Canadian workers, and that no income-tax deductions or any other State or Federal deductions would be required. 12/

Agreement for 1945.-- A joint meeting of United States Department of Agriculture officials and representatives of Canadian Department of Labour and Provincial Department of Agriculture officials from Ontario and Quebec was held in Ottawa on July 12 and 13, 1945, to discuss the exchange of harvesting equipment and labor between the two countries. Plans and procedures agreed upon for the interchange of labor were similar to those reached the previous year. 13/

Agreement for 1946.-- Discussions during August 1946, between representatives of the Labor Branch, PMA, and Canadian officials resulted in agreement with respect to the use of Canadian agricultural workers in New York, New Hampshire, and Vermont. The agreements took the form of an exchange of letters between responsible officials of the two governments. 14/

Workers, generally, would be transported from the area of recruitment to the place of employment and return upon satisfactory completion of contracts or return for ill-health. Workers engaged in harvesting potatoes would be paid not less than 15 cents a barrel plus board and room. The minimum wage rates for other jobs were also specified and in no case were to be less than the prevailing wage paid in the area of employment for such workers. Medical facilities were to be made available to the workers by the United States for the care of occupational accidents on the job and for the treatment of illness which required emergency hospitalization. All other medical expenses were to be borne by the worker.

Agreement for 1947.-- As in preceding years, a meeting between Canadian and United States officials regarding the exchange of farm labor between Canada and the United States permitted a free discussion of problems and determination of policies and procedures for the year.

12/ Memorandum re: transfer of potato harvesters between the Provinces of Quebec and New Brunswick and the State of Maine, 1944.

13/ Memorandum, A joint meeting United States and Canadian officials re international farm labour requirements, July 12-13, 1945.

14/ Letter, Wilson R. Buie, Director, Labor Branch, PMA to George V. Haythorne, Associate Director, Agriculture, Forestry and Fisheries, Department of Labor, Ottawa, Canada, Aug. 26 and Sept. 3, 1946; letter, George V. Haythorne to Wilson R. Buie, Sept. 14, 1946.

The conference was held in New York, July 14-15, 1947. Among the labor needs discussed were Canada's need for tobacco harvesters and the United States' need for workers in the Maine and North Dakota potato harvests, in the wheat and small-grain harvests, and in New Hampshire. An exchange of letters between responsible officials listed the areas in which workers would be needed and the wages that would be paid, and outlined transportation and other policies and procedures. 15/ Procedures were perfected at a meeting of officials of the two countries in Montreal on August 27, 1947. 16/

Recruitment and Placement

Canadian workers were recruited through cooperative efforts of Canadian national and local officials and staff members of the Office of Labor and the State extension services. During the early years of the program, some workers were recruited by United States farmers and were neither transported nor placed through official channels. The farm labor program personnel of the State extension services handled all placements of workers recruited through official channels.

Canadian workers recruited and transported under the program numbered as follows: 1944, 1,414; 1945, 4,055; 1946, 5,533; and 1947, 7,421. 17/ This total of 18,423 is a considerably smaller figure than the total number of Canadians who assisted United States farmers as it does not include the many workers who came into the country at their own or their employer's expense under permit from the Immigration and Naturalization Service.

Canadian workers were employed mostly in the northern border States. They performed especially valuable services in harvesting potatoes in Maine and small grains in the Great Plains States, although they assisted also in harvesting hay, fruit, and vegetables and did other farm jobs in several States.

Complaints by individuals were few. The Canadian workers were in this country and thus away from their homes for comparatively short periods of time; there were no language barriers to make for misunderstandings; the customs and working conditions in the States were similar to those in Canada; and a close and constant working cooperation between officials of the two countries who were carrying out the program was maintained.

15/ Letter, K. A. Butler, Acting Director, Labor Branch, PMA to George V. Haythorne, July 22, 1947; letter, George V. Haythorne to Kenneth A. Butler, Aug. 9, 1947.

16/ Memorandum, Thomas E. Sedinger, Jr., Labor Branch, PMA to C. E. Herdt, Labor Branch, PMA, Sept. 3, 1947.

17/ From statistical tables compiled in the Labor Branch, PMA.

Farm Workers from Newfoundland

Agreements with Newfoundland

Agreement for 1944.-- One labor problem that confronted agriculture was the shortage of year-round workers for dairy farms in certain areas. This shortage was especially notable in the Northeastern States and although some laborers from the Caribbean Islands were used in this area, climatic conditions during the winter were too severe for the average worker recruited from the Caribbean.

The Director of Labor had a personal knowledge of labor conditions in Newfoundland and of the laborers themselves through his work in building the Army Air Base in that country. He felt that a program of recruiting in Newfoundland would benefit both that country and the United States as well as the workers themselves. 18/ The development of the program as a direct result of this knowledge and interest.

Preliminary inquiries in the spring of 1943 made it seem inadvisable to undertake a recruiting program at that time. A further inquiry was made on December 16, 1943, in which it was pointed out that the experience which the Newfoundlanders would obtain in the Northeastern States would be suitable for adaptation in their own country. 19/ The inquiry was formally instituted through the State Department and the preliminary reply from the American Consul General in Newfoundland indicated that a certain amount of such labor would be available and that the initial reaction of Newfoundland authorities was favorable. 20/ This preliminary reply was followed by a report which indicated that some hundreds of men were immediately available and that additional numbers might become available within a few months. 21/

Representatives of the Office of Labor were sent to Newfoundland in March in order to reach an agreement governing the program that would be acceptable to both the Newfoundland and the United States Governments.

18/ Letter, Col. Philip G. Bruton to George D. Hopper, American Consul General, Newfoundland, Dec. 16, 1943.

19/ Letter, Marvin Jones, War Food Administrator, to The Secretary of State, Dec. 16, 1943.

20/ Letter, John D. Hickerson, Assistant Chief, Division of European Affairs, Department of State to Col. Philip G. Bruton, Jan. 15, 1944.

21/ Letter, Edward R. Stettinius, Jr. Secretary of State to Marvin Jones, Feb. 1, 1944.

The agreement that was drawn up was much less formal than those with the other countries, except Canada, in which agricultural labor was recruited in that it consisted of an exchange of letters between George D. Hopper, American Consul General, and Sir Wilfred W. Woods, Commissioner for Public Utilities for Newfoundland. 22/ A work agreement contained the details of the terms and conditions of employment.

The letters specified that the recruitment should be governed by these general principles: First, workers employed in certain industries or resident in certain areas as specified by the Government of Newfoundland should not be engaged. Second, workers should not be engaged in or subject to military service by or for the United States Government. Third, workers should not be employed to displace other workers or to reduce previously established prevailing wages. Fourth, every worker should be employed exclusively under a contract containing all the terms and conditions of the work agreement.

The work agreement differed in several respects from those signed with migratory workers in that this program contemplated year-round employment lasting possibly until 6 months after termination of the war. The worker was to be transported from his point of origin to place of employment in the United States at Government expense and was to be furnished such allowances, medical care, shelter, and subsistence as necessary during transportation and training. The Government was to pay return transportation upon completion of employment, termination of employment by mutual consent, or illness or other involuntary physical incapacity.

The contract was to run until December 31, 1944, unless the period of employment was extended or sooner terminated for cause by the Administrator. The Administrator had the right to extend the agreement to cover employment beyond December 31, 1944, but in no event beyond a date 6 months after the end of the war. However, the Administrator also had the right to terminate the period of employment at any time after December 31, 1944, whenever he determined that such employment was no longer necessary to continuance of the war effort. If the worker refused to work or otherwise breached his agreement or committed any act of indiscipline or misconduct, the Administrator could terminate the agreement and the worker was to return immediately to his place of origin or be subject to deportation.

Provisions for protection of the workers provided that they would be paid not less than the prevailing wages as determined by the Administrator for the type of work and area; food and shelter provided

22/ Letter, George D. Hopper to Sir Wilfred W. Woods, Commissioner for Public Utilities, Newfoundland, Mar. 23, 1944; letter, Sir Wilfred W. Woods to George D. Hopper, Mar. 24, 1944.

by the employer should meet reasonable minimum standards approved by the Administrator; and the worker should not be subject to discrimination in employment because of race, creed, color, or nationality.

The prevailing wage as mentioned in the work agreement was to be determined by a county farm wage board appointed by the Extension Service. However, prospective workers were advised that, if single, the wage would be not less than \$65.00 a month, plus room, board, and laundry, and if married, the wage would be adjusted in accordance with the living items furnished without charge. The recruiting group in Newfoundland felt that the minimum guarantee was too low for effective recruiting and suggested that it be raised. 23/ Nevertheless, the figure remained the same throughout the duration of the wartime program.

Modification of Work Agreement in 1945.-- Early in 1945 the Office of Labor began to explore the possibilities of recruiting additional Newfoundland workers for dairy farms and requested the Department of State to ascertain whether 500 additional workers could be recruited in February or March. 24/ The Newfoundland Government agreed to the recruitment of farm workers but could not predict the number available. 25/

Early in February, the Office of Labor sent a representative to Newfoundland to discuss prospective recruiting. Officials of the Newfoundland Government called to the attention of the Office of Labor the provisions in the work agreements with other foreign agricultural workers in the United States which allowed the workers free health and medical care at all times while they were in the United States and in compliance with their work agreements. The Newfoundland Government requested that their workers be given the same benefits. 26/ The War Food Administration agreed to the request and the necessary amendment to the work agreement became effective with an exchange of letters between the American Consul General and the Newfoundland Commissioner for Public Utilities. 27/

23/ Letter, A. W. Rohde to Col. Philip G. Bruton, Apr. 15, 1944.

24/ Letter, Clarence E. Herdt to J. G. Parson, Jan. 6, 1945.

25/ Letter, George D. Hopper to Secretary of State, Jan. 31, 1945.

26/ Letter, Wilson Cowen to Secretary of State, Feb. 24, 1945.

27/ Letter, George E. London to George D. Hopper, Mar. 8, 1945;
letter, George D. Hopper to Sir George E. London, Mar. 10, 1945.

Recruitment and Placement

Recruitment in 1944.-- The Office of Labor informed the State extension directors in the Northeastern States as to the program and asked them to secure orders for workers and to arrange a short training course in dairy methods to be given the Newfoundlanders on arrival. The directors were generally enthusiastic about the program and were anxious to have the workers. On the basis of these responses, a schedule was set up which called for recruiting 1,500 men, of whom 1,012 were to be single and 488 married.

Actual recruiting was somewhat slower than had been expected. Hindering it at first were: A greater number of rejections for physical reasons than had been expected, transportation difficulties which meant that workers had to be kept in barracks for periods of more than 2 weeks before they could be moved, and the rate of guaranteed pay. 28/

The American Army was of great assistance in the recruiting program. It housed and fed some of the workers while they were awaiting transportation, gave medical examinations, and provided air transportation to the United States for a considerable number of workers. 29/

In an attempt to increase the number of married workers recruited, permission to bring families with not more than two children into the United States was obtained from the Immigration and Naturalization Service. 30/ This concession was of some help in the program.

Recruiting began on April 11 and by July 15 it was apparent that the field had been fairly well covered and that workers were not available in sufficient numbers to justify maintaining the recruiting organization. 31/ It was therefore decided to close recruiting as of July 31. A total of 1,375 persons, including 1,213 men, 88 women, and 74 children, was recruited and transported to the United States. 32/

28/ Letter, A. W. Rohde to Col. Philip G. Bruton, May 19, 1944.

29/ Letter, Albert Maverick, Jr. to Brig. Gen. Philip G. Bruton, July 3, 1944; Brig. Gen. Philip G. Bruton to Maj. Gen. John B. Brooks, Headquarters Base Command, St. John's, Newfoundland, Sept. 22, 1944.

30/ Letter, Clarence E. Herdt to John Korman, Jr., June 17, 1944.

31/ Letter, Albert Maverick, Jr. to Director of Labor, July 18, 1944.

32/ Letter, Robert A. Neary, Acting Chief, Operations Division, Labor Branch, PMA to Dickson J. Hartwell, Sept. 24, 1946.

Placement in 1944.-- A report dated July 14, 1944, by A. I. Mann, Consultant for the Office of Labor, who had worked in Newfoundland during the early part of the recruiting program, indicates some of the problems encountered in placing the workers. Mr. Mann visited New York, Pennsylvania, New Jersey, Vermont, Connecticut, and Massachusetts, and discussed the program with State and county farm labor supervisors, county agricultural agents, farmers, and Newfoundland workers. He found that heat, homesickness, too long hours of work, and failure of farmers to provide for social contacts were the principal reasons why Newfoundlanders had returned home and that inability and unwillingness to work had been minor factors. Less than 8 percent of the workers had given trouble and at least 75 percent had done outstanding jobs. Among other recommendations, Mr. Mann suggested that minimum wage guarantees be offered married couples, that a more effective and speedy repatriation system be devised, that a plan for speedier delivery of mail from home be put into effect, that frequent checks be made of wages paid, and that both farmers and laborers be warned that the workers would find it hard to adjust to hot weather. 33/

Extension of Employment.-- As the year drew to a close, a furlough agreement was drawn up which permitted Newfoundland workers to visit Newfoundland at their own expense without prejudicing their rights under the work agreement. 34/ At about the same time, a form was drawn up and sent to each worker notifying him that the period of employment was extended to December 31, 1945, if authority and funds were made available by Congress and if not sooner terminated by the Administrator under the terms of the Work Agreement. 35/ Upon receipt of this notice some of the workers refused to continue work and were repatriated.

Recruitment in 1945.-- Recruiting began on March 12, 1945, and ended on April 14. A total of 535 persons--522 men and 13 women--were recruited and transported to the United States. The United States Army cooperated closely in the program by furnishing quarters, fuel, a mess sergeant, and a cook for 10 days, all without charge, and food and air transportation for 277 workers on a reimbursable basis. The cost of recruiting and transporting each worker to the point where he entered the United States was estimated at \$103.68. 36/ This was the last recruitment made under the program.

33/ Letter, A. I. Mann, Consultant, Office of Labor to Lt. Col. Henry Walsh, July 14, 1944.

34/ Letter, Clarence E. Herdt to Howard A. Preston, October 30, 1944.

35/ War Food Administration Form OL-604-15 (11-4-44), Notice of Extension of Work Agreement.

36/ Letter, Albert Maverick, Jr. to Clarence E. Herdt, May 5, 1945.

Administrative Problems

No unusual problems of importance arose in the administration of the Newfoundland labor program. A rather minor point that led to considerable correspondence was that of the disposition of the effects of deceased workers. This was finally settled by asking each worker to fill out a form designating a beneficiary. Upon the death of a worker, his personal property and salary due was to be forwarded to the Labour Relations Officer of Newfoundland for delivery to the beneficiary named. 37/

Repatriation.-- During the fall of 1946 the repatriation program was accelerated, both because the workers felt that the actual cessation of hostilities should have ended their obligation to remain on the job and because it seemed advisable to make the jobs available to United States citizens. 38/ On January 1, 1947, however, 328 Newfoundlanders were still employed in the 11 States in which they were employed on September 1, 1945 (26, Jan. 13, 1947). The program came to a formal end on December 12, 1947, when information as to workers who had not been returned to Newfoundland and identification cards were sent the Immigration and Naturalization Service. 39/

Table 11.-- Newfoundland farm workers employed under the Emergency Farm Labor Program by States, Specified Dates

State	: Aug. 1, 1944	: May 26, 1945	: March 1, 1946	: March 1, 1947
	: Number	: Number	: Number	: Number
Connecticut	: 97	119	69	43
Delaware	: 17	17	9	3
Maine	: 95	106	60	26
Maryland	: :	26	13	4
Massachusetts	: 70	82	55	21
New Hampshire	: 80	76	44	31
New Jersey	: 72	89	60	3
New York	: 444	353	243	67
Pennsylvania	: 123	92	67	8
Rhode Island	: 8	17	7	5
Vermont	: 100	166	113	58
U.S. Total	: 1,106	1,143	740	269

37/ Letter, C. B. Paul, Jr. to Selby Parsons, July 30, 1945.

38/ Letter, Robert A. Neary to Dickson J. Hartwell, Sept. 24, 1946.

39/ Letter, Thomas E. Sedinger, Jr., Acting Chief of Operations, Northwestern Division, Labor Branch, PMA to Joseph Savaretti, Assistant Commissioner, Immigration and Naturalization Service, Dec. 12, 1947.

Value of Program.-- The Newfoundland program had supplied a rather small number of workers who filled a specialized need. Fewer workers were recruited and the rate of repatriation, particularly at the beginning, was higher than had been expected. On the other hand, the program was markedly successful from the viewpoint of cooperation between the Government of Newfoundland and the Government of the United States and between the employers and the workers.

Summary

Farm workers from Barbados, British Honduras, Canada, and Newfoundland assisted United States farmers in producing needed crops during the war and immediate postwar periods. During the years from 1944 through 1947, the United States Department of Agriculture transported 3,995 farm workers from Barbados, 18,423 from Canada, and 1,735 from Newfoundland. In addition, 198 workers from British Honduras were transferred to the Department's farm labor program after completing their assignments for the War Manpower Commission.

The Barbadians entered the United States under the terms of an agreement between the United States and Barbados signed on May 24, 1944, and slightly modified in subsequent years. The terms were similar to those of the Jamaican agreement. The workers were especially helpful in Florida, although some were employed in Louisiana and along the Atlantic coast as their services were needed.

The British Hondurans were employed under the terms of an agreement dated February 5, 1946. They first worked in Florida and were moved north to the Northeastern States as the season advanced.

A part of the Canadian program, that having to do with the exchange of harvest labor for small grains and of custom combining, was discussed in a previous chapter. An important contribution, the movement of Canadians at their own or employers' expense under permit from the Immigration and Naturalization Service, into the harvest fields of our Northern States, is not discussed as the movement was merely the continuation of a long-established practice rather than a result of the emergency farm labor supply program. Transportation of 18,423 Canadians by the Department was in addition to these movements.

The transportation program was carried out through yearly conferences of and exchange of letters by responsible officials. Guarantees offered the workers were not so detailed as those offered most other foreign workers. They were less necessary in that most of the Canadians were in the United States for only short periods. The Canadian workers made important contributions to the harvest of fruit, vegetables, and grain, and hay in States along the Canadian border.

Newfoundland workers entered the United States under an agreement formalized by an exchange of letters between responsible officials of the two countries. The operation was undertaken jointly by the Extension Service and the Office of Labor in order to meet the need for labor in the dairy industry in the Middle Atlantic and New England States. The program differed from most of the other foreign labor programs in that the workers agreed to remain for the duration of the war or as long as they were needed, some family groups were imported, and workers were placed as individuals on farms instead of working in groups. Although the number of repatriations early in the program was larger than had been expected, many workers remained until the end. Some applied for permanent visas and six joined the United States Armed Forces. Reports of the State Extension Services in the States in which Newfoundlanders were employed indicate that those workers made a worth while contribution in an area in which labor shortages were particularly acute.

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