AgEcon SEARCH
RESEARCH IN AGRICULTURAL & APPLIED ECONOMICS

The World's Largest Open Access Agricultural & Applied Economics Digital Library

This document is discoverable and free to researchers across the globe due to the work of AgEcon Search.

Help ensure our sustainability.

Give to AgEcon Search

AgEcon Search
http://ageconsearch.umn.edu
aesearch@umn.edu

*Papers downloaded from **AgEcon Search** may be used for non-commercial purposes and personal study only. No other use, including posting to another Internet site, is permitted without permission from the copyright owner (not AgEcon Search), or as allowed under the provisions of Fair Use, U.S. Copyright Act, Title 17 U.S.C.*

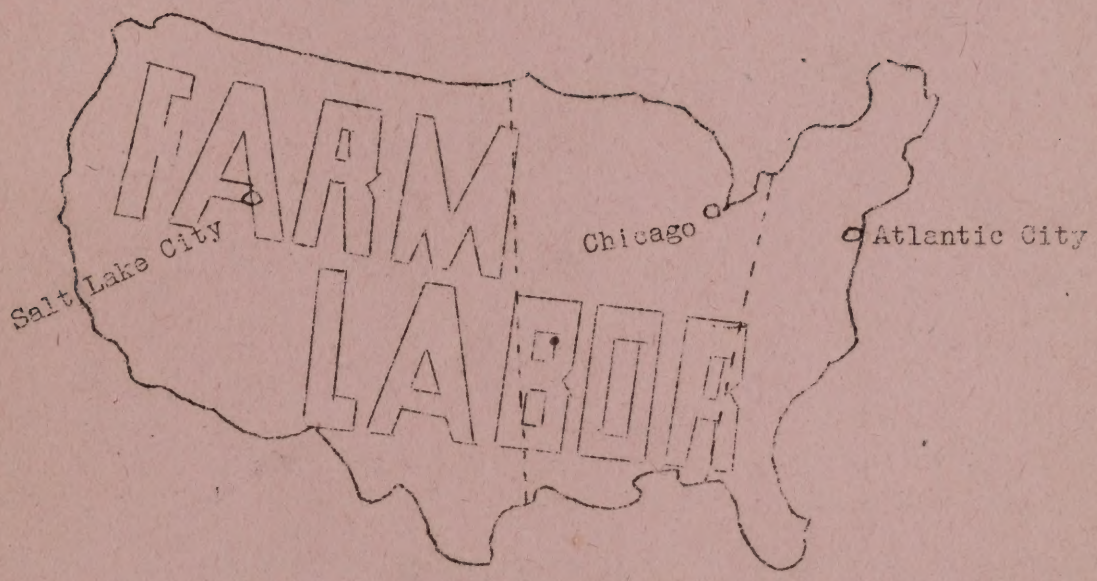
No endorsement of AgEcon Search or its fundraising activities by the author(s) of the following work or their employer(s) is intended or implied.

Reserve
1.913
E2R296

UNITED STATES DEPARTMENT OF AGRICULTURE
Washington 25, D. C.

REPORT ON

REGIONAL



CONFERENCES

1947

Salt Lake City, Utah ..... January 15-17

Chicago, Illinois ..... January 20-22

Atlantic City, New Jersey .. January 28-30

EXTENSION SERVICE
AND
LABOR BRANCH, PMA

655379

LIST OF PERSONS IN ATTENDANCE AT REGIONAL FARM LABOR CONFERENCE HOTEL UTAH - SALT LAKE CITY, UTAH JANUARY 15-16-17, 1947

Federal Extension Service

Meredith C. Wilson	Deputy Director of Extension	Washington, D. C.
Barnard Joy	Asst. Deputy Dir. of Extension	" "
R. W. Oberlin	Chief, Recruitment & Placement Div.	" "
Hugh Eames	Information Division	" "
L. M. Vaughan	Chief, Labor Utilization Div.	" "
I. H. Schmitt	Chief, Victory Farm Volunteers Div.	" "
C. G. Gaylord	Western Area Director	Laramie, Wyo.
R. G. Fowler	Asst. to Western Area Director	Berkeley, Calif.
Ed H. Leker	Acting North Central Area Director	Manhattan, Kan.

State Extension Service

Roy Young	State Farm Labor Supervisor	Tucson, Ariz.
E. Clark		" "
John J. McElroy	State Farm Labor Supervisor	Berkeley, Calif.
Irene Fagin	Asst. State Home Dem. Leader	" "
R. J. Welch		" "
E. L. Martinelli		" "
Margot Lenhart		" "
Naomi Hess		" "
A. J. Hamman	State Farm Labor Supervisor	Ft. Collins, Colo.
F. Ford		" " "
D. L. Joehnck		" " "
F. Miller		" " "
E. Smith		" " "
R. K. Pierson	State Farm Labor Supervisor	Boise, Idaho
Frank O. Blecha	State Farm Labor Supervisor	Manhattan, Kan.
W. A. Stark		" "
H. L. Dusenberry	State Farm Labor Supervisor	Bozeman, Mont.
Leroy F. Snipes	State Farm Labor Supervisor	Lincoln, Nebr.
A. H. Maunder		" "
Orren Beaty	State Farm Labor Supervisor	State College, N. Mex.
Cecil W. Creel	Director of Extension	Reno, Nev.
Otto R. Schulz	State Farm Labor Supervisor	" "
Wm. Goodale		" "
H. W. Herbison	State Farm Labor Supervisor	Fargo, N. Dak.
Ford Mercer	State Farm Labor Supervisor	Stillwater, Okla.
Wm. A. Schoenfeld	Director of Extension	Corvallis, Ore.
J. R. Beck	State Farm Labor Supervisor	" "
W. B. Tucker		" "
J. Scheel		" "
W. E. Dittmer	State Farm Labor Supervisor	Brookings, S. Dak.
C. Hohn	State Farm Labor Supervisor	College Station, Tex.
D. A. Adam	Asst. Migratory Supervisor	" " "
W. W. Owens	Director of Extension	Logan, Utah
Morris H. Taylor	State Farm Labor Supervisor	" "
J. Conlan		" "
D. Green		" "
V. L. Martineau		" "
J. Stewart		" "

Walter E. Zuger	State Farm Labor Supervisor	Pullman, Wash.
R. Pelley		" "
A. E. Bowman	Director of Extension	Laramie, Wyo.
R. E. Varner	State Farm Labor Supervisor	" "
L. T. Murray		" "

Labor Branch, PMA, Washington, D. C.

Wilson R. Buie	Director of Labor Branch	Washington, D. C.
K. A. Butler	Asst. Director of Labor	" "
W. C. Holley	Chief, Program Division	" "
S. J. Axelrod	Chief, Health Services Div.	" "
J. Lambe	Administrative Officer	" "
F. Callahan	Director of Nursing	" "
Mrs. E. R. Miller	Secretary	" "

Labor Branch, Field

W. Allen	Area Representative	Phoenix, Ariz.
W. Anglim	Chief of Operations	Berkeley, Calif.
A. C. Torlock	Asst. Chief of Operations	" "
F. N. Mortensen	Chief, Program Division	" "
S. S. Norwich	Chief of Health Services	" "
Justinian Caire		Calif.
C. R. Richmond	Area Representative	Fresno, Calif.
F. J. Doyle	Area Representative	Stockton, Calif.
W. Costello	Area Representative	Los Angeles, Calif.
E. E. Scannell	Area Representative	Denver, Colo.
R. C. Lane	Area Representative	Boise, Ida.
N. Blair		Idaho
A. E. Von Bergen	Chief of Operations	Chicago, Ill.
Kenneth Myers	Chief, Program Division	" "
Wm. Ledbetter	Area Representative	Billings, Mont.
B. R. Camp		Nebraska
W. L. Perry	Area Representative	Reno, Nev.
H. A. Preston	Chief of Operations	Portland, Ore.
Carl G. Izett	Asst. Chief of Operations	" "
F. F. Oppenlander		" "
W. S. Cline	Chief of Program Division	" "
V. C. Wood	Chief of Transportation Div.	" "
T. G. Moore	Chief of Shelter & Feeding Div.	" "
Lorin Kerr	Chief of Health Services Div.	" "
O. B. Hardy	Area Representative	Corvallis, Ore.
Lyman Roberts	Area Representative	Salt Lake City, Utah.
R. Poole		Utah
E. Guenther	Area Representative	Yakima, Wash.
P. Gallegos	Area Representative	Casper, Wyo.

Solicitor's Office

Durrell L. Lord	Solicitor	Washington, D. C.

Others

T. N. Hurd	College of Agriculture, Cornell Univ.,	Ithaca, N. Y.
E. Allen Bateman	State Supt. of Public Instruction	Salt Lake City, Utah
J. L. Paschal	Assoc. Prof. of Eco. & Sociology	Ft. Collins, Colo.
Wm. MacGillivray	Provincial Dept. of Agriculture,	British Columbia, Canada
F. C. Hitchcock	Federal Dept. of Labour, Regina,	Saskatchewan, Canada

LIST OF PERSONS IN ATTENDANCE
AT REGIONAL FARM LABOR CONFERENCE
HOTEL STEVENS, CHICAGO, ILLINOIS
JANUARY 20-21-22, 1947

Federal Extension Service

Meredith C. Wilson	Deputy Director of Extension	Washington, D. C.
Barnard Joy	Asst. Deputy Director of Extension	" "
R. W. Oberlin	Chief, Recruitment & Placement Div.	" "
L. M. Vaughan	Chief, Labor Utilization Div.	" "
T. G. Hornung	Labor Utilization Div.	" "
Hugh Eames	Information Division	" "
I. H. Schmitt	Chief, Victory Farm Volunteers Div.	" "
Roberta Clark	Victory Farm Volunteers Div.	" "
Ola Bennett	Administrative Assistant	" "
Chas. A. Sheffield	Field Coordination Div.	" "
E. H. Leker	Acting North Central Area Director	Manhattan, Kan.
E. C. McInnis	Asst. South Central Area Dir.	Little Rock, Ark.
Robert G. Fowler	Asst. to Western Area Director	Berkeley, Calif.

State Extension Service

Walter Cooper	State Farm Labor Supervisor	Little Rock, Ark.
J. C. Spitler	Assoc. Director of Extension	Urbana, Ill.
W. D. Murphy	State Farm Labor Supervisor	" "
George B. Whitman	Asst. State Farm Labor Supervisor	" "
H. W. Gilbert	District Supervisor, EFL	" "
J. R. Patterson	Labor Utilization	" "
J. R. Walter		" "
A. M. Nichter	State Farm Labor Supervisor	Lafayette, Ind.
Francis Murray	Asst. Extension Editor	" "
Murl McDonald	Asst. Director of Extension	Ames, Iowa
John R. Fitzsimmons	State Farm Labor Supervisor	" "
Lyle Abbott	Information Specialist	" "
Wm. B. Ball	State Farm Labor Supervisor	Lexington, Ky.
E. C. Alexander	Asst. State Farm Labor Supv.	" "
S. J. Jones	" " " " "	" "
Paul M. Pinney	Labor Utilization	" "
C. E. Kemmerly	State Farm Labor Supervisor	Baton Rouge, La.
W. P. Sellers	Asst. State Farm Labor Supv.	" " "
C. W. Price	Editor	" " "
R. J. Baldwin	Director of Extension	East Lansing, Mich.
C. V. Ballard	State County Agent Leader	" " "
A. B. Love	State Farm Labor Supervisor	" " "
R. H. Krause	Asst. State Farm Labor Supv.	" " "
H. P. Gaston	" " " " "	" " "
Ruth Peck	Home Furnishing Specialist	" " "
C. M. Kelehan	State Farm Labor Supervisor	St. Paul, Minn.
C. E. Bublitz	VFV Supervisor	" " "
R. E. Waters	State Farm Labor Supervisor	State College, Miss.
M. A. Rowzee	District Supervisor, EFL	" " "
F. M. Smith	" " "	" " "
W. A. Cornell	Asst. State Farm Labor Supervisor	Columbia, Mo.
Wm. Murphy	" " " " "	" "
T. N. Hurd	Extension Economist	Ithaca, N. Y.
Guy Dowdy	State Farm Labor Supervisor	Columbus, Ohio
D. P. Miller		" "

LeRoy F. Snipes	State Farm Labor Supervisor	Lincoln, Nebr.
Zach Wipf	VFV Supervisor	Brookings, S. D.
Fred Colby	VFV Supervisor	Nashville, Tenn.
Paul Horton	Asst. to District Agent	" "
Caesar Hohn	State Farm Labor Supervisor	College Station, Tex.
D. A. Adam	Assistant Migratory Supervisor	" " "
Arlie Mucks	State Farm Labor Supervisor	Madison, Wis.
L. G. Sorden	Asst. State Farm Labor Supervisor	" "
J. A. James	VFV Supervisor	" "
Erven Long		" "

Labor Branch, PMA, Washington, D. C.

Wilson R. Buie	Director of Labor	Washington, D. C.
K. A. Butler	Asst. Director of Labor	" "
W. C. Holley	Chief, Program Division	" "
S. J. Axelrod	Chief, Health Services Div.	" "
James Lambe	Administrative Officer	" "
Mrs. Florence Callahan	Director of Nursing	" "
Mrs. E. R. Miller	Secretary	" "

Labor Branch, Field

H. W. Rainey	Chief of Operations	Atlanta, Ga.
C. O. Dickey	Asst. Chief of Operations	" "
A. E. von Bergen	Chief of Operations	Chicago, Ill.
N. Lovelette	Asst. Chief of Operations	" "
Kenneth Myers	Chief, Program Division	" "
Retus M. Palmer	Program Division	" "
H. W. Thelander	Chief, Transportation Div.	" "
Charles A. Ruckman	Transportation Div.	" "
J. A. McElligott	Chief, Health Services Div.	" "
Jerome K. Bash	Area Representative	" "
George D. Kester	Sanitary Engineer	" "
Evelyn Bevans	Secretary	" "
Shirley M. Hulen	"	" "
John Wright	Area Representative	St. Paul, Minn.
Earle V. Rhoades	Assoc. Area Representative	" " "
John G. McNeely	Area Representative	Lincoln, Nebr.
Fred G. Wing	Area Representative	Columbus, Ohio
Joseph N. Cowen	Area Representative	College Station, Tex.
Glen Woodruff	Area Representative	Madison, Wis.
H. Frank Brown	Executive Officer	Mexico City, Mexico
Anne M. Leffingwell	Midwestern Agr. Workers Health Assn.	Chicago, Ill.
Marshal V. Gordon	Health Assn.	East Lansing, Mich.
Ernest G. Booth		Michigan
Henry Prater	Texas Farm Laborers Health Assn.	College Station, Tex.
Dorothea Daniels	" " " " "	" " "
Paul King	Health Assn.	Madison, Wis.

Solicitor's Office

Durrell L. Lord	Solicitor	Washington, D. C.
Frank Gallagher	Solicitor	Chicago, Ill.
John McGrath	Solicitor	Chicago, Ill.

Others

Robert S. Gilchrist	Asst. Supt. of Schools	Minneapolis, Minn.
Lowell S. Hardin	Dept. of Agr. Eco., Purdue Univ.	Lafayette, Ind.
George V. Haythorne	Department of Labour	Ottawa, Canada
H. R. Richardson	Provincial Dept. of Agr.	Manitoba, Canada
Geo. V. Hill	Prof. of Rural Sociology, U.of Wis.	Madison, Wis.
Walter John	PMA Information	Illinois

LIST OF PERSONS IN ATTENDANCE
AT REGIONAL FARM LABOR CONFERENCE
HOTEL CLARIDGE, ATLANTIC CITY, NEW JERSEY
JANUARY 28-29-30, 1947

Federal Extension Service

Meredith C. Wilson	Deputy Director of Extension	Washington, D. C.
R. W. Oberlin	Chief, Recruitment & Placement Div.	" "
John D. Hervey	Asst. Chief, Recruitment & Placement Div.	" "
C.W.E.Pittman	Southeastern Area Director	" "
A. D. Cobb	Northeastern Area Director	" "
L. M. Vaughan	Chief, Labor Utilization Div.	" "
C. Herman Welch, Jr.	Labor Utilization Div.	" "
T. G. Hornung	Labor Utilization Div.	" "
I. H. Schmitt	Chief, Victory Farm Volunteers Div.	" "
Hugh F. Eames	Information Division	" "
Florence Hall	Division of Field Coordination	" "
Sadie Caughey	Auditor	" "
Frances E. Faulconer	Auditor	" "
Gertrude C. Thomas	Clerk	" "

State Extension Service

P. L. Putnam	State Farm Labor Supervisor	Storrs, Conn.
L.P. Ball	Asst. State Farm Labor Supv.	" "
Sam J. Orr	" " " " "	" "
K. P. Brundage		" "
G. M. Worrilow	Assoc. Director of Extension	Newark, Del.
Frank Gordy	State Farm Labor Supervisor	" "
H. S. McLendon	Asst. State Farm Labor Supv.	Gainesville, Fla.
R. E. Smith	State Farm Labor Supervisor	Athens, Ga.
L. C. Walker	District Supv., EFL	Waycross, Ga.
F. M. Staley	Federal Asst. in Farm Labor	Americus, Ga.
Smith C. McIntire	State Farm Labor Supervisor	Orono, Maine
John P. Downing	Asst. State Farm Labor Supv.	" "
Paul E. Nystrom	State Farm Labor Supervisor	College Park, Md.
Albert V. Krewatch	Extension Agricultural Engineer	" " "
W. Alvord Sherman	Asst. State Farm Labor Supv.	" " "
Art Durfee		" " "
R. E. Moser	State Farm Labor Supervisor	Amherst, Mass.
Norman F. Whippen	State Farm Labor Supervisor	Durham, N. H.
Errol C. Perry	Ext. Spec., Labor Utilization	" "
J. C. Taylor	State Farm Labor Supervisor	New Brunswick, N.J.
Chas. B. Leonard	Emergency Farm Labor Assistant	Salem & Gloucester Cos.
Clinton L. Mundy	" " " "	Freehold, N. J.
Frank V. Beck	Farm Management	New Brunswick, N.J.
Harry E. Besley	Rutgers Univ.	" " "
S. H. Reck, Jr.	Extension Editor	" " "
Milton Stotter		Bridgeton, N. J.
Elton K. Hanks	State Farm Labor Supervisor	Ithaca, N. Y.
T. N. Hurd	Extension Economist	" "
Nelson F. Hopper	Asst. State Farm Labor Supv.	" "
W. L. Webster	" " " " "	" "
Warren W. Burger	Labor Utilization	" "
Betty Burch	Extension Editor	" "
Fred S. Sloan	State Farm Labor Supervisor	Raleigh, N. C.
J. W. Crawford	Asst. State Farm Labor Supv.	" "

J. M. Fry	Director of Extension	State College, Pa.
D. W. Atkinson	State Farm Labor Supervisor	" " "
Paul M. Smith	Asst. State Farm Labor Supv.	" " "
G. E. Bond	State Farm Labor Supervisor	Kingston, R. I.
W. L. Brannon	State Farm Labor Supervisor	Clemson, S. C.
J. M. Eleazer	Information Specialist	" "
C. B. Doane	State Farm Labor Supervisor	Burlington, Vt.
Mrs. Martha Buttrick	VFV Supervisor	" "
D. A. Tucker	State Farm Labor Supervisor	Blacksburg, Va.
R. B. Williams	Asst. State Farm Labor Supv.	" "
J. Marvin Powell	" " " " "	" "
R. D. Michael		" "
B. F. Creech	State Farm Labor Supervisor	Morgantown, W. Va.

Labor Branch, PMA, Washington, D. C.

Wilson R. Buie	Director of Labor Branch	Washington, D. C.
K. A. Butler	Asst. Director of Labor	" "
W. C. Holley	Chief, Program Division	" "
S. J. Axelrod	Chief, Health Services Div.	" "
Albert Maverick, Jr.	Shelter & Feeding Div.	" "
James H. Lambe	Administrative Officer	" "
Mrs. Florence Callahan	Director of Nursing	" "

Labor Branch, Field

R. S. Olney	Area Representative	Hartford, Conn.
Franklin P. Wood	Area Representative	Wilmington, Del.
E. O. Heritage	Area Representative	West Palm Beach, Fla.
H. W. Rainey	Chief of Operations	Atlanta, Ga.
C. O. Dickey	Asst. Chief of Operations	" "
Paul W. Filer	Area Representative	Brighton, N. J.
R. W. Whaples	Area Representative	Ithaca, N. Y.
J. B. Moore	Area Representative	Raleigh, N. C.
C. E. Herdt	Chief of Operations	Philadelphia, Pa.
T. E. Sedinger	Transportation Div.	" "
Erwin C. Thompson	Area Representative	Gettysburg, Pa.
C. F. Zullinger	Shelter and Feeding Div.	Philadelphia, Pa.
Allen I. Lippard	Area Representative	Richmond, Va.

Solicitor's Office

Durrell L. Lord	Solicitor	Washington, D. C.
Philip W. Dimon	Solicitor	Philadelphia, Pa.

Others

H. R. Hare	Department of Labour	Ottawa, Canada
A. Theriault	Department of Labour	Province of Quebec, Can.
A. Maclaren	Director, Ontario Farm Labor Force	Ontario, Canada
Jane Cook	State Dept. of Health	New Jersey
Rose Galaida	UNRRA, Shanghai, China	" "
R. W. Miller	Farm Personnel, Seabrook Farms	" "
Harrison C. Thomas	Asst. Supt. of Schools	New York City, N.Y.
Harry N. Haight	State Dept. of Agr. & Markets	Albany, N. Y.
W. Jack Weaver	Education and Extension	" "
Buckley Maits	Curtis Publishing Co.	Philadelphia, Pa.
Caesar Hohn	State Farm Labor Supervisor	College Station, Tex.
R. M. Carter	Rural Sociologist, Univ. of Vt.	Burlington, Vt.

REMARKS BY MEREDITH C. WILSON*

In planning the program for the 1947 Regional Farm Labor Conferences, it seemed best to get away from operational matters, which, after all, are running quite smoothly, and to center attention on broadening our concept of the farm labor problem.

As we advance in the reconversion period, with war pressures removed, it becomes desirable to take stock of our thinking regarding the kind of a continuing farm labor program which will be needed during the years ahead. Such thinking should, of course, be divorced from the question of the agency best equipped to handle such a program. At all three of the regional conferences, qualified persons have been scheduled to present prepared addresses on important aspects of farm labor. I am confident that we shall return to our official stations with an enlarged vision, a broadened outlook, and a changed attitude toward farm labor matters.

The farm labor program in any State is very largely determined by the State farm labor supervisor. It is influenced, of course, by the type of agriculture, current farm conditions, and by the point of view of the State director of extension. The kinds of program which have been in operation the past 4 years may be grouped under three classifications, with, of course, all kinds of gradations within those classifications.

1. Referral service - primarily putting applicants in touch with jobs.

2. Management, including placement, in cooperation with the Labor Branch, of the foreign workers allotted to the State.

3. Complete farm labor program involving active recruitment of local labor, including youth and women; training of workers and employers; operation of housing facilities; transportation of intrastate and interstate workers in emergencies; stretching the available labor supply through more utilization; etc.

The farm labor program of the future must be based upon a careful analysis of the full needs of agriculture and not limited to meeting emergencies.

1947 Farm Production Goals

During the war period we have had one year after another of record production. The Emergency Farm Labor Program started out in 1943 following the all-time agricultural production record year of 1942. In 1943, agricultural production was pushed up 4 percent higher to around 128 percent of the 1935-39 average. In 1944, the production index was pushed up to the all-time high of

---

* Resume of comments made by Meredith C. Wilson, Deputy Director of Extension, Farm Labor Program, U. S. Department of Agriculture, Washington, D. C., at the Regional Farm Labor Conferences held in Salt Lake City, Utah, January 15-17; Chicago, Ill., January 20-22; and Atlantic City, N.J., January 28-30, 1947. Not all comments were made at all conferences.

136 percent. It dropped off a little bit in 1945 from the 1944 high, but was still some 32 percent above the 1935-39 average. Again in 1946 the total agricultural production in this country was some 7 points above 1942. This was all done in the face of a diminishing labor supply. It is interesting to relate the index of agricultural production to the index of farm employment during those same years. When that is done, one finds that for the years 1943, 1944, 1945, and 1946 the ratio of production to agricultural employment averages 43 percent above the 1935-39 period. In other words, two agricultural workers accomplished almost as much as was accomplished by three agricultural workers during the 1935-39 period.

The 1947 production goals were worked out nationally in October. They were passed on to the States for discussion and their suggestions have recently been worked over. The January 14 press release indicates the final goals for 1947. In general, the situation is this--the American farmers are called upon for an acreage of planted crops in 1947 totalling essentially 357 million acres, in contrast to about 345 million acres that were actually planted in 1946. A late change between the October-November period and the January period largely reflects an increased goal of a million acres for flax and corresponding decrease in spring wheat, and some additional decrease in corn and other feed grains resulting from the tremendous production of feed grains in 1946. The increases in 1947 are largely centered in oil crops--flax and soybeans, with very great stress placed upon flax. The cereals and grains remain about the same as the year before. There is a substantial increase in the cotton goal and the sugar-beet goal is up materially. There are small decreases in Irish potatoes, sweet potatoes, and in tobacco. Livestock and dairy production are about the same, hog production up a bit, sheep and lambs down a bit, and poultry up a bit. By and large, the situation is this. We are called upon for essentially maximum agricultural production at the record levels of the war years. There is a great deal of emphasis upon certain crops that require large amounts of hand labor. The need for labor to assure that production is maintained at a high level will be about as great this year as in any of the past several years.

Comments Re 1946

Outside of the harvest of sugar beets, the 1946 harvest moved along quite satisfactorily. Sugar-beet harvest weather was the worst experienced in over 40 years. The Labor Branch did a splendid job in getting foreign workers released in other areas and in transporting such workers to beet States. We finally came through with no more than normal loss of beets. This is most gratifying to look back upon when we recall that at one time we were faced with the possible loss of 100 thousand tons of sugar. Considering total agricultural production, a better farm labor job was done in 1946 than in any of the three preceding years with 155,000 fewer workers from outside the United States.

In 1946, for the first time in several years, there was improvement in the size of the domestic farm labor force. Beginning in April, monthly totals began to be a little bit higher than corresponding totals of the year before. That continued pretty well throughout the rest of 1946. The last report just out indicates that on January 1, 1947, the number of workers on farms was 7 percent higher than the corresponding figure for 1946.

Placements of men and youth were 30 to 40 percent lower in 1946 than during 1945, indicating an easier labor supply situation with farmers and workers making more of their own employment arrangements. Surprising as it may seem, the placements of women through Extension farm labor offices increased slightly in 1946, probably reflecting return to short-season employment in agriculture of women previously employed in war industries.

The 1947 Farm Labor Program

The domestic supply of labor is a little better than it was at the beginning of 1946. The 1947 farm labor supply will be very closely related to industrial or nonagricultural employment. If we move into a period of very high industrial employment with very little labor trouble to disrupt employment, it is quite probable that competition between nonagricultural and agricultural industry will be exceedingly keen, perhaps as keen as during the war period. I don't know how many foreign workers will be needed in 1947. Some will certainly be needed if sugar-beet goals are to be reached. It is equally certain that the trend in domestic farm labor supply started in 1946 will continue, but possibly not at the same rate of acceleration, depending, of course, upon the level of nonagricultural production.

If women are to continue to work in agriculture in large numbers either by choice or because of the opportunity to supplement income, we should recognize that fact and arrange for the employment of assistant State farm labor supervisors with suitable qualifications to give attention to problems peculiar to the employment of women in agriculture.

The youth farm labor program offers a unique opportunity for city youth to gain valuable work experience. Cooperation between the Extension Service and city school systems is indicated.

An agressive farm labor information program with some shifts in emphasis will be just as important this coming year as during the year just completed. Too many farm labor supervisors are trying to be information specialists as well. A capable information assistant should be available on a part- or full-time basis either on the staff of the extension editor or on the staff on the farm labor supervisor.

Gradually more and more supervisors are acquiring an appreciation of the tremendous part more efficient utilization of labor has played in obtaining record production during the war years. Better work methods, work simplification, training in skills, labor management, and the many other facets of labor utilization offer limitless possibilities for educational effort along lines in which extension workers are specialists.

We are just beginning to see the possibilities of aiding farmers in solving their farm labor problems through the organization of farm labor cooperative associations.

At the conference a year ago, I suggested that our theme song for 1946 would be "Adjustment, readjustment, and then more readjustment." As the year developed, that readjustment certainly took place. That was inevitable in a farm labor program moving from a war emergency to a postwar period. Further adjustment and readjustment will have to be made as the 1947 season develops and the program proceeds. I am inclined to believe that perhaps the word "cooperation" may well be our theme for 1947. Cooperation among the various States from the standpoint of exchanging information, expediting the movement of workers from State to State as the season develops and as workers become available is certainly indicated. All of the States in the country will soon be involved in programs providing for the collection and interchange of reliable, up-to-the-minute information on movement of workers, development of crops, and those things that make for the reduction of shortages of labor in certain areas, and prevent an over-supply of workers piling up in other areas. There is a growing need for cooperation between the Extension Service and the various State agencies that have certain functions assigned to them by law to perform in connection with agricultural workers, such as health facilities, licensing of labor contractors, regulations governing transportation of workers, etc. The beginning already made in developing a cooperative program with commodity associations and worker groups warrants further exploration.

No one knows at this particular moment what the situation will be after June 30. It is apparent that farm groups will see to it that new farm labor legislation will be placed before Congress. (H.R. 1388 was introduced on January 27, 1947). In view of the high production goals, it is hardly conceivable that assistance be given farmers in obtaining labor to plant crops without assistance also being given in connection with the more difficult task of obtaining harvest labor. We must go right ahead with a full-scale program geared to the needs of each State. If Extension is asked to complete the 1947 job, well and good. If on July 1, next, the farm labor program goes to another agency, let it be the kind of a program which adequately serves American agriculture.

Farm labor in 1947 will continue to be a challenging program with frequent adjustments for weather and other causes. The Cooperative Agricultural Extension Service and the Labor Branch, PMA, have completed 4 successful years of working together in handling a difficult assignment. We face 1947 with confidence borne out of experience.

FARM LABOR TRENDS

by

William A. Schoenfeld*

We are rapidly nearing the end of the so-called prosperity period occasioned by the war. The prosperity of the past few years has been largely predicated upon "blood, sweat, and tears." In my remarks I will not attempt to forecast the future. It's been a bad year for forecasters. While trends indicate generally lower price levels for staple items, the economic situation in Europe seems still so nebulous that it's difficult to penetrate. But it now seems certain that we'll have many million additional people to feed. That situation calls for sustained, high production of staple food items.

To us, here, the farm labor situation presents many imponderables. Labor unrest is world-wide. We hear much of labor unrest in industry, but very little is generally said about unrest among agricultural labors. Agriculture is still the largest segment of world industry, and the largest number of workers the world over is to be found there. During the war nearly every nation had many men under arms. These men having travelled far and wide, learned and observed much. Much they have learned has been of a destructive nature, but some have added to their general level of education.

The cure for some of the farm labor ills cannot be brought about by revolution, by reaction, but by economic and social evolution. It cannot be denied that the crowding of population accentuates unrest. Less elbow room means more restriction to the individual, keener competition between individuals, states, and nations.

Now, as to our interest in the future of the American farm labor program: If we continue to handle farm labor, it will not merely resolve itself into "the checking in and out" of labor. We will need to harmonize conflicting interests of both employer and employee. During my recent visit to the British Isles, I had occasion to observe the interests referred to. Because of the recent war the British farmer is generally becoming cognizant of the needs other than wages and hours of labor. These other needs they refer to as "social amenities"--better housing, improved sanitation, health, education, recreation, and a fuller rural community life.

A national standard of living is measured by the extent and use of machines, rather than of man labor. Witness the low rural living standards in such countries as India, Italy, China, and the like where labor is pathetically cheap. By contrast, the United States, Canada, British Isles, and Australia show a very much higher standard of living. As a matter of fact, the United States leads the world in the output per man in agriculture. Mechanization during the past 25 years added 55 million more acres of crop land in the United States and with fewer people on the farms. Production efficiency per man increased tremendously. The tractor alone has made possible the use of large and more complicated machines. For example, combines, corn and cotton pickers, large cultivating equipment, pick-up balers, spray rigs, lifting, pulling, pushing, hauling

---

*Presented by William A. Schoenfeld, Director of Extension Service, Oregon State Agricultural College, Corvallis, Oregon, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 15, 1947, at Salt Lake City, Utah.

equipment, power take-offs for grass and silage cutters and blowers, hydraulic lifts, elevators, portable saws, etc. Wheat production and harvesting is almost completely mechanized. A striking example is the coordinated use of power harvesting equipment over a wide area. The Texas Extension Service along with the other Extension Services, cooperating with the Office of Labor of the central wheat belt, Canada included, successfully coordinated the large wheat combine operators, so that wheat was harvested progressively with its ripening from Texas into Canada. There are some commodities, however, that do not lend themselves to this high degree of mechanization. I have reference to the harvesting of tree and small fruits and of vegetables.

Most of the agricultural production in the United States is by family farm units. Because of this, wages are of direct interest to the farmer operator as well as to the farm laborer. Since both are mutually involved in wage levels, it is of interest to them to keep the wages as high as possible commensurate with general economic conditions. Of course, if the trend of agricultural prices should develop downward, wages of necessity will follow. The rub will come if prices of consumer goods, other than food, remain up; then bothfarmer and farm laborer will be hurt. This would result in reduced buying power of agriculture, and as the history of the late 20's and early 30's may repeat itself, reduced buying power of agriculture is sure to have a devastating effect upon industry, commerce, and industrial labor. If high wages result in being out of balance with prices, further mechanization in agriculture will result.

Agricultural Labor Bonuses. During the past several years, a number of successful farm operators have paid bonuses at the end of the year to their permanent, year-around farm help. We, in Oregon, along with a number of other States similarly situated, now pay bonuses here and there to seasonal workers who have remained throughout the harvest season. We must not overlook the fact that wages alone will satisfy labor. The "social amenities" previously mentioned, are as much a part of the laborer's pay as the wages. We have seen the need of improvement in rural housing, both for the farmer himself, and for his help. I may add that most farmers recognize this need, but the circumstances of the war years and of the immediate present have made it extremely difficult to provide the necessary and desirable housing. However, the future of farm labor housing calls for functional houses for the married, year-around help, for bachelor, year-around labor, and for the seasonal and transient labor. Many farm labor associations see this need and have taken steps to correct the situation.

Social Security. I would like to discuss for a few moments the value as I see it of the extension of the social security system to cover agricultural labor. As the situation now stands, the rural relief is saddled on the entire community. Relief should be self-supporting. During the working years of a worker's life, regular contributions can be made from wages toward the social security fund to be drawn upon if and when need arises. We have all seen the abuses that have crept in when relief is obtained through political channels. This definitely lowers the moral fiber of both receiver and giver. There seems to be no sound reason why the whole program of unemployment compensation, physical disability, and old age retirement cannot be placed on an actuarial basis, devoid of charitable aspects. The old "poor house" as an efficient relief means is just as antiquated as the horse and buggy. As it is, everyone, whether under social security or not, now pays toward the social security system. These taxes are hidden in nearly all items we buy, still not all are

now eligible to benefit from the Social Security System.

Health, Nutrition, Farm Safety, Medical Care, Hospitalization, Sanitation. Adequate medical care should be available to all groups, regardless of income. But it need not be on a charitable basis. Health insurance is available through voluntary health associations. Hospital facilities are generally inadequate in rural communities. Considerable improvement can be made by community effort, by endowments, and through some such plans as the Blue Cross. Pure water supplies, satisfactory sewage disposal, fly and mosquito control, satisfactory though inexpensive toilet facilities are reasonably well understood and in operation in many communities.

Farm Safety. As a result of increased mechanization, farming has the highest preventable accident record of all major industries. Much education is needed to reduce this record. In this we have both a challenge and an opportunity

Rural Education. In the Salt Lake Telegram of January 14 on page 4, there was this significant statement: "Of the total number of draftees rejected in the past war, 676,000 were either mentally or educationally deficient. Three hundred and fifty thousand couldn't even sign their names." This is certainly a high demerit on our National Defense status. Many of these rejected draftees came from rural areas, where school facilities were inadequate. Thus the local schools become a community, State, and national problem. Paraphrasing an inscription appearing over one of the Harvard University gates which was inscribed there in 1642, I would like to see over the doorway of every schoolhouse in the United States this statement: "This school is created to pass on to posterity an enlightened citizenry." We, in our work, have a definite responsibility toward the education of the youth of migrant and other agricultural workers. How this can be done is too broad a subject to be covered by a few sentences, but it is a problem to which we should give rather early attention.

In many rural communities which use large numbers of transient workers, the churches have collaborated in providing recreation to the life of a community.

Education of Employer Groups. It seems to me that we have a real opportunity of doing some constructive educational and demonstration work among the several farm labor associations and organizations, covering farm labor needs. We should consider them a good vehicle for educational programs. Agricultural colleges should widen their curricula, so that there may be a better understanding among college graduates in agriculture of the economic and social problems in rural communities.

Unionization. Although attempts have been made to organize farm labor into unions at different times in several localities, progress in this direction has not been marked. Where good labor relations exist between employer groups and farm labor, the union movement has not been significant. However, trick wages, intimidation, lack of good housing, and the absence of the necessary "social amenities" are some of the causes that provide the fertile ground upon which unionization will thrive.

The 30 minutes allotted to the discussion of this topic permitted me to present only the broad brush strokes of the farm labor picture. The details of the picture will be presented by able speakers later.

HOW AGRICULTURAL TRENDS MAY AFFECT THE FARM LABOR SITUATION

by

Dr. George W. Hill*

Having had the privilege of once working with you in the formulation and administration of a national farm labor program to meet the manpower emergencies which faced our farmers during the recent world war, it is a real pleasure to again attempt to set forth some personal views concerning the same program, but under peacetime conditions. I cannot minimize the importance of the viewpoints that result from these two eras. In fact, so that there will be no mistaking my biases in what I will have to say, let me remind you that on this occasion I speak as a rural sociologist, assigned to a land grant college.

My change in roles brings about a concomitant change in viewpoints. The compulsory framework of national defense and the supreme necessity of military success, focused my thoughts and actions toward the end-product of a national farm labor program. This end-product was maximum food and fibre production at all costs. You and I — all of us in the program — were primarily concerned with the size of the food and fibre stock pile that we were charged to build. Now I am free to be equally as concerned with the operations which produce the food as in the end products themselves. You who remain in the program may not at first thought share this change of feeling in emphasis, but I hope that I will be able to convince you that, to a large degree, you, too, have this same prerogative. Yes, that you too, are under the same necessity of some change in viewpoints.

When we look backward over the years of war, it is gratifying to see how closely the farm labor program, as conceived and administered, met the changing farm manpower needs as they arose with each significant forward movement of an all-out war effort. True, no medals nor citations have been heaped on you, but that should not in any way detract from the personal conviction which I feel each of you has, that you served faithfully and took every hill that strategy dictated needed to be stormed in achieving victory over food and fibre deficits. The American farmer went through the war consistently producing "more milk, more meat, more poultry, more eggs, more soy beans, more peanuts, more beans and peas — in short, more food —" to keep up with the increasing food needs from year to year as the battle fronts expanded and the liberated hungry population increased.

---

* Presented by Dr. George W. Hill, Professor of Rural Sociology, Agricultural Experiment Station, University of Wisconsin, Madison, Wisconsin, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 20, 1947, at Chicago, Illinois.

The record wartime food productions are "a tribute to American farmers and farm workers and to those public officials who were responsible for recruiting, routing, and placing workers in the gaps where they were needed most." 1/

The war has been won - peace is ahead. We are here to lay plans for a peacetime farm labor service and you have asked me to discuss "how agricultural trends may affect the farm labor situation." I did not think you wished me to confine my analysis to agricultural trends only, because there are other trends that will have to be considered; in fact, I would like to commence with a general trend.

Of basic importance to an integrated farm labor policy is the possibility of this Nation achieving a peacetime full employment program. Contrasting the debacle of unemployed of the 1930's with the full employment years of the war, some sociologists would look on our ability to achieve a continuation of full employment in peacetime as the real test of our basic national policies. 2/ I have to share their view, and this therefore is the first place where the end products of employment commence to lost their all-inclusive importance.

With the approaching end of the war there was a generally growing fear of a sizable post-war unemployed force. As early as November and December of 1944, (the time of the Battle of the Bulge) the Bureau of the Budget and some members of Congress were contemplating wholesale lay-offs and unemployment in industry, which would obviate the need of continuing federally-sponsored labor recruitment programs. VE and VJ days were expected to reverse the manpower situation from one of scarcity to one of abundance.

It was argued by some of us that at the war's end, and not until then, would the Nation witness lay-offs, but these lay-offs would not necessarily increase the ranks of the unemployed. Neither could they be counted on to any great extent as building up a potential employment reservoir, unless

---

1. Glen T. Barton and Martin R. Cooper, Farm Production in War and Peace, Bureau of Agricultural Economics, United States Department of Agriculture, Washington, D. C., December 1945, p. 49.

2. Margaret Jarman Hagood and Louis J. Ducoff, "Some Measurement and Research Problems Arising from Sociological Aspects of a Full Employment Policy," American Sociological Review, Vol. II, No. 5, October 1946, pp. 560-67.

a national calamity comparable to the force of war would develop. 3/ We knew that large redistributions of population would occur, but that "after the temporary maladjustment of population incident to all wars is overcome" the American farmer would find himself recruiting in a short labor market. 4/

With cessation of actual warfare, we no longer have to speculate on the size of employment levels, because we can review actual post-war employment trends.

Looking at the facts from their vantage-ground, the Bureau of Labor Statistics has just said:

> "Reconversion of the Nation's labor force was virtually completed by the end of the first year of peace. During the 1-year period following VJ-day, more than 10 million servicemen were demobilized and absorbed into civilian pursuits. In addition, approximately 4.5 million extra wartime workers, principally women and teen-age youth, left the labor market to resume their peacetime activities at home and in school. Many more millions of workers shifted over from war to civilian production. Yet, at no time during this period was unemployment a critical problem, and the year ended with employment at record levels." 5/

It will be helpful to examine in some detail the manner in which the man-power reconversion was accomplished during the first year of peace, because there unquestionably are some permanent population movements involved which in turn have a significant bearing upon the future farm labor potentials. The flexibility of our total labor force was demonstrated by the addition of approximately 8 million persons who in normal peacetime would not expect to be counted in the labor force. This group was made up largely of school children, women and older men. Between April 1945 — the last month of the two-front war — and August 1946, 5.6 million of the 8 million extra workers had left the labor force. The Bureau of Labor Statistics divides the 5.6 million extra workers into the following categories: 6/

---

3. Hearings on Public Law 229, 78th Congress.

4. George W. Hill, "Wartime and Postwar Farm Labor in the West," Proceedings, The Western Farm Economics Association, 1944.

5. "The Labor Force in the First Year of Peace," Monthly Labor Review, Bureau of Labor Statistics, United States Department of Labor, Vol. 63, No. 5, November 1946, p. 669.

6. Ibid, p. 676

	(millions)
Women aged 20-34 years	1.5
Women aged 35 years and over	1.4
School-age group (boys and girls and men aged 20-24)	2.6
Men aged 25 years and over	.1

It is to be expected that the young women who quit their jobs to return to housekeeping or to marry veterans, will be a permanent loss to the labor market. The same will be true of the older women, unless acute shortages will again cause unusually attractive wages and working conditions to be used to entice them into the labor force, of which they normally form a very small part. With the return of veterans, the teen-agers have found that their services likewise no longer bring the premium job offers which they received during the war.

With 13 million veterans a part of the civilian population within one year after VJ day, the absorption of more than 10 million of them into the peacetime labor force in the same period, constitutes a reconversion job without parallel. This absorption of veterans gave the civilian labor force a net expansion of 5.5 million persons during the past year, notwithstanding the withdrawal of the 5.6 million extra workers. The expansion made a total of 40 million employees in all non-agricultural establishments in August 1946, or almost 2 million more than a year earlier, and less than half a million under the peak of 40.4 million in August 1943. The total employed civilian labor force of the Nation in 1946 was 58 million including agriculture, the self employed, proprietors, and domestics. 7/

Looking at the picture as a whole, therefore, the Bureau of Labor Statistics concludes that the past year closed with the labor market resembling the tight wartime market in many respects. "It was hard to recruit workers for highly skilled jobs, for relatively low-paying jobs, or for jobs requiring unpleasant or heavy physical work." 8/

There are two major implications from this full employment policy for our agricultural labor program. First, full employment in industry means purchasing power and healthful food consuming patterns for the bulk of the Nation's population. Second, only marginal workers from the urban labor market can be

---

7. "The Labor Force in the First Year of Peace," Monthly Labor Review, Bureau of Labor Statistics, United States Department of Labor, Vol. 63, No. 5, November 1946, Table 1, p. 670.

8. Ibid., p. 676.

counted on to supplement the seasonal agricultural labor force — marginal in terms of work experience, and/or desire for agricultural work.

The city employment reservoir will consist mainly of veterans, some of them unemployed, on temporary vacation or in school, and non-veteran high school and college youth. The response of this group from a patriotic motive during the war brought all of these into the labor force. Whether they will respond to appeals for temporary farm work during the summer months will depend, to a large extent, on the working conditions which will prevail. It is my opinion therefore that only so far as you who are charged with carrying out the program can convince farmers to create more favorable work opportunities, will this group be a part of the labor force.

From an international point of view, the need for food production in this country has not diminished from that of the war years. Surely the projected objectives of the Food and Agricultural Organization of the United Nations leave no doubt as to the need for increased exports. Whether or not these objectives can be achieved rests upon the success of our government in effecting the necessary foreign trade agreements.

Undoubtedly the high food potentials which are created by a full employment policy within the Nation and by the need of helping underwrite nutritional standards of other nations are somewhat responsible for the setting of 1947 production goals on a level approximating the peak production of 1946.

As always, the question that the announcement of the goals raised, is, "What are the prospects for farm labor for 1947?" Before we attempt to answer this question, however, I think we should review certain other factors.

The farm plant or organization of 1947 is little more like the farm plant of 1940 than it is of 1930 or 1920. The record-breaking volume production of the war years was the result of three major forces; first, improvement in technological folkways that had been in the making since the first World War, second, the sociopsychological effects of the first continued genuine farm labor shortage in history, which started with the first full war year 1942, and third, the doubling of the prices received by farmers for their products.

The first and third of these forces are ably discussed by Dr. Sherman E. Johnson, and I would only like to repeat what he has to say regarding the future impact of these forces:

> "The forces that shaped the course of agricultural production in the interwar and war years .... are evident in the record-breaking volume during the war. Most of these forces still have unexpended power, and they will continue to influence production in the years beyond the immediate transition from war to peace. New forces will be injected. Some of them are already on the horizon. Others cannot be foreseen, but they should be expected. And farmers will need to adopt their operations to the rapidly changing conditions." 9/

---

9. Sherman E. Johnson, Changes in Farming in War and Peace, Bureau of Agricultural Economics, United States Department of Agriculture, June 1946, p. 43.

The second factor merits additional analysis. The trend in farm employment during the entire course of the war was downward, which was a continuation of a long-time movement. During the five-year period 1940-45, total farm employment dropped 741,000 or 7 percent. The hired worker total decreased 17.4 percent over the five years, and the family worker category (including operators) shrank 3.6 percent.

The historical proportion of hired workers to the total, namely one-fourth, dropped to one-fifth by 1945. However, the data for 1946, indicate that the hired worker group may return to its prewar proportion. During the last half of the year the proportion of hired workers has ranged from 23 to 25 percent of the total.

With labor scarce and difficult to obtain, with food production both urgent and profitable, the American farmer was for the first time cognizant of the importance of the social psychological processes of labor relations. With the adjusted farm wage rate index jumping from 118 as the annual average during the five year period 1935-39 to 378 by July 1, 1946,[10] farm employer-farm employee relations took on a new significance. The farmer learned quickly that he could adjust to labor costs, even though they were high, if he stepped up labor efficiency.

One of the components of labor efficiency which received considerable attention during the war years was that of job simplification. Much more is encompassed by this factor, however, than only job simplification. I refer to the complex personal and social interaction pattern developed between the employer and the employee.

The traditional relationship between the farm employer and worker, except where the "hired man" was a long-time regular employee, has been a very impersonal one. Little interest has been taken by the employer in the worker as a personality whose physical well being, personal needs and social needs demanded consideration. Labor had always been plentiful so there had never been the need of full-scale efficient planning of the worker's role. With the loss of family help and the regular run of seasonal workers who had always pulled him through the seasonal peak periods, the farmer was forced to slowly change his attitudes toward his war-time help. He adopted many of the accepted principles of employer-employee relations which are characteristic of modern industry.

The progress made in labor efficiency brought about through a change in employer-employee relations, the elimination of the traditional wasteful extravagance of large numbers of underemployed in agriculture, and the increased productivity per worker are all factors that have a bearing on total production regardless of where the immediate goals may be set. Forces have been put into operation that cannot be easily stopped, nor do we wish to have them reversed. I offer this newly evolved pattern as a socio-psychological force that, to use Sherman Johnson's words, will "point irreversibly in the direction of increased

---

10. Farm Labor, Bureau of Agricultural Economics, United States Department of Agriculture, September 12,1946, p. 5.

production.....there is no road back from the agricultural revolution that has been experienced during the interwar period and World War II." 11/

This stepped-up tempo of modern farming presents an aspect of the operations of a peacetime farm labor program that will merit as much attention in the ensuing years as the end product of the program itself. A change in the personality of the farmer has taken place concurrently with the increased efficiency of his farm organization. Having had the past years of experience in a highly competitive labor market, and having learned the value of watching operation costs, he has become increasingly exacting in his requirements. He can be satisfied now with nothing less than a sound, mature approach to his labor problems. In many cases this means a careful study of his management-personnel relationship, and adjustments within it, in addition to the mere placement of additional help.

With the gradual tightening of the farm labor market during the first year of war, some of us advocated the recruitment of underemployed ruralities living in our marginal rural regions and their transportation for placement in the commercial farming areas. 12/ The work started in this pilot project not only resulted in the eventual transfer of thousands of unemployed and underemployed workers into agriculture; it also demonstrated to the United States Employment Service and to private industry the existence of an untapped reservoir of available manpower. Between 1942 and 1945 it is estimated that this reservoir contributed from 2 to 4 million workers to agriculture and industry.

The magnitude of the population shift which took place during the war is clearly indicated by Bureau of Census data which show that the rural non-farm and rural farm populations in the age group 14 to 44 shrank by a total of 5,705,000 in the years 1940 and 1944 13/ And the real avalanche in this movement occurred between 1942 and 1944. Unfortunately we do not have comparable data for 1945, but again the Bureau of the Census offers an estimate that

---

11. Sherman E. Johnson, op. cit., p. 46

12. See The Report of Employment and Under-Employment in the Cut-Over Region of Wisconsin, by George W. Hill, Glen T. Barton and Gilbert Sanborn, processed, June 1, 1942; Also Labor Recruitment in the Wisconsin Cut-Over Region, by the same authors, processed June 30, 1942, for an account of a farm labor research project initiated under the joint sponsorship of the Agricultural Experiment Station, University of Wisconsin and Bureau of Agricultural Economics, which finally culminated in an active farm labor recruitment and placement program under the leadership of the Agricultural Extension Service, University of Wisconsin.

13. Computed from Preliminary Release, Series RS. No. 4, Bureau of the Census.

660,000 rural non-farm families migrated between 1945 and 1946, and that 350,000 rural farm families migrated in this same period. 14/ It is obvious, therefore, that the population shifts which began during the war still continue.

Job opportunities, unequaled since World War I were the stimuli which produced the heaviest internal migration that our Nation has ever witnessed. For many ruralities World War II gave them the first real employment in their lives, for others it provided full pay envelopes in contrast to their former meager earnings from intermittent agricultural employment on WPA earnings. New possibilities of living were opened to them and only pure wishful thinking could ever cause one to believe that this large mass of workers, once available to agriculture, will return on masse to their former rural abodes and that any will voluntarily accept their former precarious standards of living.

For just a moment, let's look at what we once regarded as pretty stable rural farm and rural non-farm population, from another viewpoint. Between the two census dates 1930 and 1940, the states in the East North Central Division (Ohio, Michigan, Indiana, Illinois and Wisconsin) lost by migration 51,241 farm boys who should have been in the 20-24 year age farm work force in 1940. This represented a loss of 19.2 percent. The loss in the same age group for the West North Central States, (Minnesota, Iowa, Missouri, North and South Dakota, Nebraska and Kansas) was even greater — 80,539 or 27 percent. In the same period the loss of farm girls of this age was 94,719 (38.2 percent) in the East North Central States and 114,169 (40.9 percent) in the West North Central States. In total, the two divisions lost 340,667 20-to-24 year-olds from their potential farm labor force.

Girls, as you have noted, migrate earlier and in larger numbers than do boys, but both groups are fast being lost to agriculture. While migration is heaviest from the low-income farm areas, the migration likewise is heavy from the high income farm areas.

Coupled with this off-farm migration of youth is the lowering birth rate of farm families. Again taking census data from 1940, and tracing fertility patterns back to 1930 and 1920, it is apparent that if the commercial farmers, i.e. those farming in the upper quartile counties in the Midwest corn and hog and dairy belts, have to depend on their own offspring to replace them, many of their farms will have to be sold at auction because there will be no son to replace many present owners in the next generation. Farm families used to be large and we even yet mistakenly refer to the farm as the seedbed of the Nation's population. This generalization is not true; only farmers in the lower half, on an economic classification, will have enough children to provide any real surplus to cities. 15/

---

14. Preliminary Release, Series P.S. No. 14, Bureau of the Census.

15. Whereas the index of net reproduction (an index of one being necessary to assure biological replacement) among farm families in the lower economic quartile of counties in Minnesota, Wisconsin, Iowa and Illinois was 1.61, 1.41, 1.37 and 1.35 respectively in 1930, it was 1.51, 1.37, 1.26 and 1.25 respectively in 1940. Among farmers in the upper quartile counties, the real commercial farms of these states, the figures were 1.42, 1.33, 1.34 and 1.28 respectively for Minnesota, Wisconsin, Iowa and Illinois in 1930, and 1.30, 1.24, 1.21 and 1.08 for these same states in 1940. For a complete discussion of farm family fertility see George W. Hill and Douglas G. Marshall, "Reproduction and Replacement of Farm Population and Agricultural Policy," to appear in the Journal of Farm Economics, May, 1947.

These factors — migration of families, loss of youth, and the continually decreasing birth rate — have brought about a revolutionary change in our farm population. While demographic changes of this type continue to be dynamic, their basic patterns are permanent and we must proceed with the construction of a farm labor program with these facts in mind. With our potential farm labor force decreasing year by year it is necessary that we pay greater attention to the operations end of the program in order that we may achieve not only the capacity production we need this year but insure the production future years will require.

The onward march of mechanization is another phenomenon that needs close analysis if we are to appreciate its significance for a peacetime manpower policy. Practically all of the discussion current on the subject is in terms of labor displacement. I don't think the facts necessarily support such a view, and I further suggest that only as you can induce further mechanization and a lightening of the heavy labor tasks will you make much progress toward the effective social integration of our total rural human resources.

I have pondered over the dispersion of mechanical techniques and I cannot recall any recent gadget or machine that has not been introduced into the agriculture of the East North Central and West North Central States as a replacement for the agricultural labor (both hired and family help) that had disappeared from the labor force. I do not know of any machine that has displaced our Midwest farm laborer. As example let me cite the bucker, the pick-up mechanism attached to the older combine and the new small combines used in the wheat harvest — all of these have been inventions of necessity to overcome deficits in manpower. The increasing use of the milking machine, haying equipment, and the other mechanical aids around the dairy farm have all come in to take the place of the extra hired man who has been so hard to obtain. 16/ Multiple row corn cultivators and corn pickers have also been introduced and are being increased in use because of manpower shortages.

Currently the cotton picking machine is being talked of as the supreme example of mechanization that will displace hordes of workers. I wonder how much displacement there will be and how much replacement? We know, for example, that during the brief 5 year span from April 1935 to April 1940 the South suffered a net loss of 106,610 negroes to the North and West; 142,119 negroes departed, 35,509 entered the region, leaving the net as stated. 65 percent of the Negro male migrants who left the region and 64 percent of the females came from rural areas. Conversely less than half those returning to the Southern Region returned to the rural areas of the South. In addition to this out-migration, 85,689

---

16. Apparently some agricultural scientists confuse the actual process of technological diffusion, which any extension worker can say is a gradual evolutionary change in the adoption of new ideas by farm folk, with the historical account of the change itself. Viewed in the abstract and in historical retrospect, there appears to have been displacement.

Negro males and 103,753 Negro females migrated from the rural areas of the South to urban centers in the same region. 17/

These statistics are for the 5 years before the war. We have no comparable data for the period from 1940 to date, so I must await the data of the next census to prove whether my impressions are correct that wartime Negro migration is even heavier than that which prevailed during 1935 and 1940. Never before in history has the Negro been offered so many choices of employment as in the past six years. As long as he has these alternatives, he will need replacement in the cotton fields. He was partly replaced by prisoners of war in 1943, 1944 and 1945, and I understand by some foreign workers and Spanish Americans in 1946. He will continue to be replaced — not displaced — by the cotton picking machine so long as he has alternative employment opportunities.

Naturally, if a thousand cotton picking machines had been introduced into the fields during the harvest of 1946, displacement would have occurred. Technological diffusion does not, however, happen overnight. It is a gradual process and results in a minimum of social disorganization, except where historical barriers may have existed to thwart the forward moving processes of social change. 18/

Mechanization has also been and will continue to be a necessary corollary to farm consolidation. In this case the increased use of machines is necessary to replace the retiring operators.

Summing up the trends which have been sketched herein, there is no reason to think that a program developed for war years will meet peacetime conditions. Neither can we be so naive as to think that the faucet of foreign workers can be turned off and the faucet controlling native workers be turned on. Nor can we expect that foreign workers need to be recruited and transported along the same routes as those which they have traveled. 19/

---

17. Preston Valien, Southern Negro Internal Migration Between 1935 and 1940: Its Direction, Distance and Demographic Characteristics, unpublished Ph. D. thesis, University of Wisconsin, January 1947.

18. The episode dramatized in Grapes of Wrath is a good example of blocking of the normal processes of cultural change, in this case by the institutional pattern of share cropping.

19. In attempting to forecast some of the probable trends which will be discussed at this point, the writer has had the opportunity of exchanging views with men who have been or who are now associated with the farm labor program Chief among these have been Robert Polson, formerly State Supervisor of the Extension Service in New York; R. W. Roskelley, formerly Assistant Supervisor with the Extension Service in Colorado; Arlie Mucks and L. G. Sorden, Supervisor and Assistant Supervisor, respectively with the Extension Service, Wisconsin; and W. C. Holley, who is with the Labor Branch of the Production and Marketing Administration, Washington, D. C. While they have given of their experience, the comments or recommendations are the writer's and he alone is responsible for their statement.

With farm wages continuing at their high level, and there is no reason to believe they will be otherwise, there might be a tendency for inter-regional spontaneous migration of workers to form a larger proportion of the work force than was true of the war years, notwithstanding the demographic shifts which have been outlined. We believe this will be the case because of wartime migration experiences of our people. Reliable information of job opportunities conbined with previous experience with adjustment to living conditions away from the home community will produce a more ready response from the potential migrant than was the case in earlier years. To facilitate these movements and to utilize fully this potential manpower, this migration will need more direction (not subsidization) than in the past. While we have historically relied on the automatic operation of this migration, we need a greater coordination between the area of labor need and areas of potential supply of workers to achieve what the Beveridge plan of full employment calls "organized mobility." That means preventing or discouraging needless movement as well as promoting movement where it is needed. It means diminishing aimless movement in chase of jobs which are not there." 20/

With automobile transportation more feasible in the coming years than in the past, more family units should enter the stream of migrants. With more family units requiring stop-over facilities, consideration should be given to the establishment of supervised stop-over camping centers located at strategic points along the main migratory routes. Such centers should offer adequate sanitary, eating, and sleeping facilities so that families who prefer to follow the itinerant trail can do so safely and honorably.

Since the only safe assumption from the farmers' point of view is that of national full employment in the foreseeable future, we need to develop the future program within this framework. More attention than ever needs to be paid, therefore, to the efficiency of the worker output. And here I wish to emphasize the responsibilities of the employer. Farmers and farmer associations who are not willing to do their full share in job training, in providing adequate, sanitary and pleasant living accomodations, should be read out of any cooperative program by the agency responsible for administration on the local level. As I have said before, there need be little worry about the attractiveness of wages, but the other factors enumerated will have a direct bearing on worker output. Unpleasant working conditions have always created more discontent than low wages. You who will have a part in the peacetime program, and the farmers who will cooperate, need to bend all efforts toward a full qualitative use of the available labor. Emphasis on the quantitative aspect of placement will have less bearing than in previous years.

---

20. Quoted by Margaret Jarman Hagood and Louis J. Ducoff, op. cit., p. 565

Farm employers will do well to profit from the experience of industrial employers recruiting in a tight labor market. We noted early in this discussion that industry will experience difficulty recruiting workers "for jobs requiring unpleasant or heavy physical work." Farm operators can eliminate much of the unpleasant or heavy physical work by seeing to it that machinery is used to the fullestto make the necessary hand tasks in planting, cultivating and harvesting as pleasant, as easy, and profitable as it is possible to make them. To cite a case in point; clean, persistent and efficient cultivation and cross blocking of sugar beets will go a long way toward solving the labor difficulties which persistently obtain in this crop. I have seen Mexican nationals attempting hoeing operations in fields where they literally were forced to hunt on hands and knees for the beet plants. Too often weather was used as an alibi in these instances by a farmer who did not know the sporting elements of fair play. You cannot afford the luxury of attempting to cooperate with employers of this type.

In the matter of housing, there are two factors which need to be considered and which have not been discussed. First, there is the matter of liquidating federal or state investments which are rapidly deteriorating in value and which in many cases should be the responsibility of the one or two large employers of labor who derive chief benefits from such ventures. Transfer of such responsibility would be in accord with the wartime relaxing of centralized controls in favor of free enterprise. And in order to have public acceptance of a peacetime program its general pattern should attempt to conform to basic trends in public opinion.

Secondly, greater efforts should be put forth to place responsibility for the regulation of health, safety, sanitary and housing standards upon state regulatory agencies. The recent legislative actions of the state of New York are admirable examples of the creation of authorities and agencies in these fields. Such transfer of regulatory authority should not, however, in any way release you from educational responsibilities in these matters.

Under the emergency of wartime employment the enforcement of child labor laws was relaxed. These laws will not only be revived, but recent action by the legislative bodies in Georgia, Massachusetts, California and New York indicate more stringent child labor legislation in the future.

If my prediction of more family units entering the migrant stream holds true, then more attention than in the past needs to be given to the educational problems of migrant family children in the areas of employment. Michigan has taken some steps to solve this problem. Only casual observation, however, will reveal how little has been done in the field. This is an area of activity where the Extension Service could exert a great degree of influence in the organization of formal and informal educational facilities.

This naturally leads me to some final considerations. War is a great levelling force, and under its influence traditions give way. I have noted with interest the numerous memorials and resolutions passed by well-meaning pressure groups concerning the future of the farm labor program. Many Extension Directors have expressed the view that they wish to get out of this responsibility

and return to matters more germain to extension teaching. I think I fully appreciate their viewpoint, but underlying this attitude is an assumption that runs counter to fact. This assumption is that farmers can return to their traditional individual hiring practices.

The demographic shifts which I have outlined will not permit this return to the good old days. The labor reserve that used to lie in wait for the seasonal demands in our hamlets and farm villages is no longer there. The rising cost of living and the attractions of urban life have pulled these people away who until comparatively recently, were content with a way of life where minimum basic necessities could be supplied by the remuneration from intermittent work.

The farmer has become too much of an industrialist, comparatively speaking, to be able to revert to his previous catch-as-catch-can labor methods. He has much more at stake than previously, hence his demands will likewise be more exacting. His highly coordinated and varied activities will require a dependable labor service.

Labor, likewise has undergone a change during the war years, and its modern attitude toward the employer and the job must be taken into account. To get the worker to recognize and to accept his full share of responsibility in the management-personnel team, you in the peacetime program will have to give a larger part of your attention to his operations and functions than you have done in the past and not be concerned merely with his placement.

There are those who believe that now that the war emergency is past the problem of supplying labor to our farmers should be turned over to the USES. Those who advocate such a policy are blind to the ongoing processes of cultural change which I have attempted to outline. If, in rural America, our task was simply one of matching job applicants with job openings, then the USES might be expected to perform the service. But the task of the future will not be as simple as this.

Now, as never before, we are going into an era when the task becomes an educational one. This was the chief reason for my earlier suggestion that regulatory functions be transferred to appropriate agencies, only then can the real core of the job be concentrated on. Technological advances will continue, marketing problems, both local and inter-national, will likewise continue to shape the course of the farm organization. We have conquered the problems of production, which once were our chief goals, but we need to remain constantly alert so that the organization that has been created stays in balance. Labor will continue to remain of central importance, but with the ever increasing complexity of the farm organization its importance will be a matter of management-personnel relations. Neither farm operators nor farm laborers can be expected to go through the changing social process without guidance, and the Extension Service cannot afford to be other than in the center of the social movement.

Foreign labor battalions and their effective routing will undoubtedly be necessary for some time to come. But, as in the case of housing, consideration should be given to developing an equitable adjustment in transportation and other costs between the government and the users of this labor. To

arrive at such an adjustment will necessitate changes in the basic agreements which make the recruitment of foreign nations possible. 21/

All of this means that the Department of Agriculture needs to incorporate into its thinking, permanent, rather than emergency responsibility for farm labor. It needs to carry over from the war, learned experiences, at the same time that it faces the future as a new situation. The mistake should not be made of attempting only to modify and alter the existing program. New situations demand new treatments. How this shall be most effectively accomplished on national and state levels, leads me to my final point, namely that such patterns can only be intelligently designed as they are based on facts. These facts are only revealed by research.

Congress wrote emergency legislation on a farm problem which has proven its worth as have few emergency legislative attempts. It would seem to me that the Congress would be willing now to authorize the expenditure of a portion of the annual farm labor appropriation for basic research study so that it could write permanent legislation. To meet the changing peacetime conditions we need to delve deeply into the trends which my few weeks of preparation for this assignment have permitted me to sketch in dim outline only. The problem needs to be studied in all of the major labor using areas, and in all of the potential labor supply areas. If we in agriculture are to do our share to help our Nation maintain full employment, and only on its achievement can we all prosper, then we need to know "the human factors in production and consumption (which) are the keynotes of the full employment goal." 22/ We need facts so that a harmonious balance can be maintained between those who are willing and able to work and those who have the work that needs to be done.

---

21. It should also be possible for certain very large users of hand labor to be assisted in their private recruitment campaigns, irrespective of whether native or foreign labor is employed.

22. Margaret Jarman Hagood and Louis J. Ducoff, op. cit., p. 560

AGRICULTURAL TRENDS AND THEIR RELATION TO THE FARM LABOR SITUATION

by

Paul E. Nystrom*

The farm labor situation and what to do about it are greatly affected by agricultural trends, whether long range or otherwise.

Trend of Population

Our Nation was once largely agricultural with 90 percent or more of its people living on the land. With industrialization and development of large cities, our country has gradually become largely non-agricultural with only approximately 20 percent of its people living on farms.

Therefore, since farmers are now greatly outnumbered, all agricultural programs, including the farm labor program, must be sound and in the public interest if they are to merit public support.

Population Movements

Agriculture has been traditionally known as an industry of surplus. Its surplus of crops was once shipped overseas in payment of interest on investments of foreigners who financed our industrial development. These surplusses plagued the Nation for many years after its status had changed to that of creditor Nation.

But there has been another agricultural surplus too--of people. Farm population more than reproduces itself and the surplus moves to the cities to replenish and invigorate an urban population that does not reproduce itself. The trend of movement is toward the cities in good times and back to the land during depressions.

Population experts tell us that since 1920 there has been a steady year-by-year trend of farm population into the cities with the exception of the depression years. That movement was, of course, very much accelerated during the war years.

In 1946 the trend was reversed. Contrary to what usually happens in a prosperous year, the movement was back to the land in the year of greatest peacetime prosperity ever known.

Since 1940 the loss to the cities of farm labor was nearly a quarter of a million per year. Yet the trend back to the land in 1946 made up in one year 40 percent of that 6-year loss of farm labor.

The reasons for the trend reversal were unusual. Some G.I.'s came back to farms although not in the same numbers as left the farms. Great numbers of former farm workers returned to the country because of a housing shortage in the cities. They were seeking homes, not necessarily jobs. The question now is,

---

*Presented by Paul E. Nystrom, State Supervisor, Emergency Farm Labor, Extension Service, University of Maryland, College Park, Md., at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 28, 1947, at Atlantic City, N. J.

where do we go from here? The G.I.'s have largely returned and the housing situation in the cities is improving. The answer, it seems to me, is largely in the form of the question, how attractive is the farm job and not only from the monetary standpoint?

Attractiveness of the Farm Job

Wages.--The wages of farm labor are the highest in history. Since the war started they have trebled. They have been influenced by higher prices, rising cost of living, and competition from greater and better paid nonfarm job opportunities.

Farm wage rates are going to continue high if indeed they do not go higher. Probably they should be high. Labor may be worth more if it produces more.

Productivity.--We are in the greatest revolution of all time--a perfectly bloodless revolution that has put us into a mechanical age. It began nearly a hundred years ago. Since about 1860 the productivity of the American worker increased at an annual rate of about 3 percent per year. In more recent years that rate accelerated. That was an era of great expansion of the standard of living in America. Increased productivity and increased wages were accompanied by mixed price trends. For many years prices were falling which added to the workers' advantage. At about the turn of the century the price level began to rise which was to the farmers' advantage. But for the period between the two World Wars the price level did not continue to rise, in fact it fell, which did the farmer no good.

During the war, productivity of farm workers increased about 40 percent. That higher output per person justifies a higher wage per worker. Higher prices for farm products enabled the farmer to pay the higher wage which in fact he had to pay to hold his workers or to attract others.

Because of higher productivity of the workers, the labor cost per unit of product has not increased at the same percentage as the actual wage increase. Labor cost per unit has doubled; prices of farm products have doubled; other costs have not increased to the same degree as did labor costs. Therefore, the farmer has still fared well in spite of paying higher wages.

But we must consider very carefully what are the probable conditions from now on.

Prospective Labor Supply, Costs and Adjustments

For 1947 and the years ahead, we are undoubtedly going to have only moderate farm labor supplies in most areas. We are in an era of full employment in industry which we hope is going to continue because it provides a market for the farmer. But it also means competition for labor which foretells labor shortage for farmers.

At the same time we can foresee lower prices for farm products. The trend is already lower. As industrial goods become available, consumer purchasing power, which bid up food prices for lack of goods to buy, is being directed into other channels.

The real problem is not that prices go down somewhat but to keep them from going too low. Because the farmer is caught in a squeeze between falling prices for his products and costs which remain high. Wages are "sticky" as the economists say. They lag on the downside as prices rise. They lag on the upside as prices fall. And they make up a most important part of costs.

We must have a double objective--first, to attract desirable workers to farms and hold them there and, secondly, to convert high wage rates into lower costs per unit of product. There are at least two general areas where I see that can be done.

First, farmers must make more efficient use of their labor. This will come through improvement in yields, use of labor-saving machinery and devices of all kinds and improved work methods. Farm workers must be made more productive to earn their wage and to take the farmer out of the squeeze between falling prices and lagging high costs.

Secondly, we have to make the farm job more appealing. Better housing, better living conditions, better health and medical care, better labor relations will all help. Something more is needed, too. We must help remove the stigma from the farm job which should not be classified at the lower end of the scale. We must emphasize the joy of country living and not the drudgery of farm work. The role of farm worker must be dignified as a profession and as a stepping stone to farm ownership.

There is a third objective in working with farmers in this whole field of improving productivity of farm workers. We must take into consideration that about half the farms especially in the East and in the South are too small. The average size of farm has increased in the past 25 years by 50 acres. It is 25 acres larger than 5 years ago. Most of the increase has come in the larger farms. Some has come in the family-size farm group of 100 to 250 acres in size. The least has come in the 10 to 100 acre class which is usually the least efficient and the most difficult to mechanize. Care must be taken lest they over mechanize. Savings from machinery must be carefully balanced against added costs.

Economic Conditions

Another trend and perhaps the most tricky trend to discuss is the trend in economic conditions. Most farmers have painful memories of the price crash after World War I. They know their farm plant is geared to a production level far beyond the previously normal needs of peacetime and they are fearful.

However, who is there that can say what is normal? Each era sets its own normal. There are elements in the present picture that were not true in the post World War I era. This is an era of price supports and of full employment, an era in which the National income more than doubles that of any previous peacetime year, in fact more than doubles the income that people dreamed was possible. National policy and agricultural policy need to be directed toward continuing full employment in industry and a high level of industrial purchasing power. In a continuation of that market lies the hope of the farmer. There is some consolation, too, in the previously mentioned downward trend in farm population, numerically as well as percentage wise. An expanding urban population means an expanding

market for farm products. Meanwhile, too, international efforts are being directed toward a world-wide increase in food consumption. The recently enacted Hope-Flannigan Bill with the impetus that must surely come in improvement in marketing and distribution adds additional hope.

Meanwhile, for the year ahead, the tricky situation should be closely watched. Some individual products may be in great distress. Nothing can be so sad for farm labor personnel as to have a large number of workers recruited to harvest a particular crop and have the bottom drop out of the price!

Cost of Government

One final trend, I believe, is exceedingly significant--trend in cost of Government.

In one of the popular magazines there recently appeared an article entitled, "How Much Is Forty Billion Dollars?" It is more than the entire cost to the Nation of World War I, more than the entire National income in the depression years, more than the peacetime increase in National debt during the Roosevelt Administration, less than the cost of Government in the year 1946.

In the WASHINGTON EVENING STAR recently there appeared a cartoon showing several Congressmen standing before a table. Inverted on the table was a small hat labelled "Revenues." One Congressman was holding by the ears an exceedingly large rabbit labelled "Expenditures." "Your problem, Congressman," remarked one member of the group, "is to get the rabbit back into the hat." There certainly is a strong trend toward achieving economy in Government. That trend has an important significance to the Emergency Farm Labor Program.

Objectives of Farm Labor Program

There is a stir in Washington now in the development of a proposed long-range farm labor program. Both in the development of such a program and in the operation of a 1947 program recognition must be made of the high cost of Government and the need for economy. All excess costs must be ruthlessly eliminated. Most of the expense of a long-range program should be local expense. National and State functions should be largely those of fact finding, of education and guidance, and of interstate coordination. Proper local functions and those of the growers include recruitment, transportation, housing, possibly even placement, and certainly policing.

If we can subscribe to that philosophy, it seems to me that our job in 1947 is not only to get the farm labor job done that needs to be done and which we are all going to do together, but also to set the stage in a far greater way than we have been doing for the long-range farm labor program.

Our growers are willing to bear the costs and I think they are about ready for it. By June 30 of 1947 the former Farm Security camps must be liquidated according to Federal law unless the time should be extended by new legislation. They should be liquidated, when the time comes, by being placed in the hands of local organized groups of growers both as to ownership and operation.

I believe that our growers have learned by their wartime experiences to cooperate. In many States there have been organized farm labor associations which from our experience in Maryland we can certainly commend to any State.

I think the local farmers are able to do their own thinking on these matters. We don't have to do their thinking for them. Perhaps they need only a little guidance.

The keynote in dealing with agricultural trends and the farm labor situation should be cooperation. Let all of us who have any part in the farm labor program set the example and really pull together.

COMMENTS ON THE FARM LABOR PROGRAM IN 1947

by

Colonel Wilson R. Buie*

We have not actually contacted Mexican officials but I have been asked several times what I thought the situation would be in securing labor from Mexico this year, and I imagine that since the foreign labor program is a very important part of this meeting you would like to know what I think.

Last year the Minister of Labor said that every time we move a man from the rural section of Mexico that it was the beginning of closing down some farm in Mexico. But, the new Minister of Labor said that some means must be found to give employment to the unemployed thousands in the rural districts. I am hopeful that as the result of this meeting, if we find that foreign labor will be necessary, we will not have the situation we had last year.

This is the fourth consecutive year that representatives of the Department of Agriculture have gathered to discuss the farm labor program. We always arrive at conclusions and, of course, as a result of those conclusions we prepare some recommendations. A quick decision, I think, at the present time, would probably indicate that conditions in 1947 are going to be very similar to those conditions that existed in 1946. However, I feel that the purpose of this meeting is not to arrive at any quick decision; we should receive the information that is given here, intelligently analyze it and from the analysis arrive at conclusions and prepare for the program for 1947.

Last year, as I said before, we met and tried to arrive at proper conclusions for 1946. There were many of you who were present and you were dissatisfied at promises made. But, I think, in the main, that there was more work done last year with less workers than at any previous time in the history of this emergency farm labor program. I think it would be a good idea to review just what the foreign labor side of the program did last year. There were 85,000 foreign workers supplied in total in 1946. Of that number, 33,000 were carried over and 52,000 imported. The peak employment at any one time was 41,250 Mexicans in October - 12,400 Jamaicans in September - 5,100 Bahamians in September - 3,000 Barbadians in May - 160 British Hondurans in April - 4,800 Canadians in September, and a few Newfoundlanders carried from previous years. That force of foreign agricultural workers had available to them 13,389,504 man-days and worked 11,437,809 man-days.

In other words, they utilized 85.4 percent of their available time when they were on the farms. I think that is a pretty good record. That force of foreign workers harvested in 1946, 34 percent of all the sugar beets. By States they

---

*Presented by Colonel Wilson R. Buie, Director of Labor Branch, PMA, U. S. Department of Agriculture, Washington, D. C., to the Regional Farm Labor Conference at Salt Lake City, Utah, January 15, 1947; Chicago, Ill., January 20, 1947; and Atlantic City, N.J., January 28, 1947.

harvested: Wyoming 75 percent: South Dakota 90 percent: Nevada 75 percent: Kansas 80 percent: Montana 65 percent: Utah 50 Percent: Idaho 31 percent: Oregon 40 percent: also 50 percent of $170,000,000 worth of citrus in California: 30 percent of 279 million dollars of vegetables in California: 60 percent of Oregon's pea crop: 75 percent of Washington's pea crop: 65 percent of Iowa's sweet corn: 70 percent of Minnesota's peas: 60 percent of Wisconsin's cherries: 80 percent of Wisconsin's corn: 52 percent of Michigan's tomatoes: 95 percent of Illinois' lima beans: 80 percent of Illinois' peas: 62 percent of Illinois' sweet corn: 50 percent of Illinois' asparagus: 57 percent of Florida's tomatoes: 79 percent of Florida's sugar cane: 18 percent of Florida's citrus: 90 percent of Virginia's peas: 75 percent of Virginia's tomatoes: 20 percent of Virginia's apples: 70 percent of Delaware's sweet corn: 21 percent of Maine's potatoes: 50 percent of Maryland's cucumbers: 60 percent of New Jersey's spinach: 50 percent of New York's lima beans: 33 percent of Pennsylvania's truck: 75 percent of Vermont's grain, and varying percentages of other crops all over the country. Those figures, of course, might seem unnecessary, but what I am trying to show is that a very small group of foreign workers have contributed to a very large percentage of the harvesting of crops all over the country.

When we leave this meeting, and if Carl Holley has been able to give you some idea of what you might expect in the way of foreign workers this year, there is going to be dissatisfaction again. There is no question about it. You will recall that Carl Holley told you last year that this is your tentative figure, but there is always that possibility of adding to your number of workers certain workers from other States. I do not know of anything that is more unsatisfactory for you to receive than that type of information. If Carl Holley had not been able to shift from other States numbers of workers beyond those numbers indicated, conditions would have been pretty bad this last fall in sugar beets. We promised Colorado 2,700 and gave them 2,927: Montana was promised 2,600, they got 4,974, practically doubled what we told them and it was done by shifts: Wyoming 1,500 and they received 1,930: 300 to 437 in Kansas: 2,000 to 3,932 in Michigan: 2,000 to 2,138 in Minnesota: 1,300 to 1,026 in Nebraska: 500 to 801 in South Dakota and 500 to 1,375 in Wisconsin.

The production goals for 1947 are increased over 1946. Foreign labor available for 1947 will be less than 1946, and remember that that labor is only available until June 30, 1947. There must of necessity be greater effort made in the utilization of domestic workers. The Labor Branch ran into difficulty this fall by reason of unexpected failure in domestic recruiting. There was a lot of criticism. We had a lot of headaches, but we got a lot of sugar beets harvested, too. I hope that the cooperation will be a little closer than this past year. We must keep that in mind. We must find every domestic worker possible.

Congress has granted extension of the program to July 1, 1947, and has appropriated $12,000,000; $8,500,000 to be used by the Labor Branch and $3,500,000 by Extension Service. That amount of money will permit carrying over 30,000 workers, divided between Mexicans and West Indians. It will also be possible to import 25,000 additional workers. Our promise to Congress is that domestic workers will not be displaced by foreign workers. One of the prime purposes of this meeting

therefore is to find a means of utilizing more fully and effectively the supply of domestic labor. Only recently, the Secretary of Agriculture and the President of the United States have received complaints of the numbers of domestics being unemployed in the United States and Mexican Nationals still being brought in. We all know the valuable contribution made by the farm labor program and there still is a need for a farm labor program. There is nothing so atomic and so sure of final destruction to the program than the proof of accusations such as have been presented to the Secretary and the President. The American farmer is again challenged to produce more and more and in that challenge there is an implied promise to help him by pulling together the supply of labor necessary, (1) from the township; (2) the county; (3) intrastate; (4) interstate; and, finally, from foreign sources. It becomes imperative then that every source be tapped and every possible medium be used to secure additional domestic workers to assist farmers in obtaining an adequate supply of labor.

The policies and procedures affecting the foreign workers will remain in force as in the past. Our machine is in good repair and our operators well trained. Each year's operation has made the Labor Branch more efficient and it stands ready in 1947 to again lend its honest effort to the performance of all tasks assigned by the Secretary of Agriculture and the Congress.

SUMMARY BRIEF OF 1947 FARM LABOR PROBLEMS PRESENTED BY THE STATES

by

W. C. Holley*

Reports indicate that reconversion of the nation's labor force was virtually completed by the end of the first year of peace. This reflects the ability of the American worker to make necessary adjustments from wartime to peacetime employment in the short span of one year. Your summary of the 1946 operations bear out the conference discussion outlook one year ago, namely: (1) that the farm labor supply would be tight, especially the first six months, notwithstanding a substantial increase in the total labor market; (2) that the last six months of 1946 would show greater flexibility and a considerable increase in the farm labor supply; (3) that in order to insure maximum needed crop production the importation of foreign agricultural workers was necessary and expedient. In accordance with need, plans were made for the importation of foreign agricultural workers.

You will recall this morning that Colonel Buie stated that approximately 65,000 foreign agricultural workers were employed at peak in 1946, compared to about 90,000 in 1945. In addition about 20,000 POWs were employed during the spring and early summer of 1946 (principally in the Intermountain States), compared to approximately 125,000 at peak in 1945.

Looking back briefly at the 1946 operations - although encountering a tight unpredictable domestic labor market, due to reconversion and adjustment from wartime to peacetime, a decreased number of imported agricultural workers and the loss of POWs except for about one-sixth the 1945 supply and these for only a relatively short time, we accomplished the task assigned of assisting the American farmer to procure an adequate labor force to produce and harvest crops in aggregate volume the greatest in the history of our country. Your contribution as a member of the Farm Labor Supply program team was invaluable, and you may point with pride to a job satisfactorily performed.

Your outlook report on the availability of farm labor for the 1947 crop year radiates greater optimism than one year ago, but at the same time you indicate a need for approximately the same number of imported workers utilized in 1946. The number of imported agricultural workers and their period of employment in this country is contingent on need and Congressional authorization and appropriation. Colonel Buie indicated this morning that approximately 30,000 foreign workers were being carried over this winter and that monies now available would provide for the importation of about 25,000 additional workers.

Without further "gum beating" I will brief the major problems presented in your outlook relative to farm labor during 1947:

---

* Presented by W. C. Holley, Chief, Program Planning Division, Labor Branch, PMA, U. S. Department of Agriculture, Washington, D. C., at the Regional Farm Labor Conferences held in Salt Lake City, Utah, January 15-17; Chicago, Ill., January 20-22; and Atlantic City, N. J., January 28-30, 1947.

1. Production

a. Agricultural Goals - Suggested goals based on estimated requirements for another year of production at near-record levels. Goals suggest adjustments for an increase in sugar which is short in this and other countries. Acreage decreases suggested in many crops. By and large crops requiring large amounts of hand labor indicate very slight decreases. Suggested goals make some allowance for the possibility of less favorable weather conditions and labor yields. Farmers must analyze critically farm plant capacity, markets, and prices.

b. Production of Agricultural Equipment - dependent on the early settlement of labor-management disputes in industry due to unprecedented need for basic farm machinery, repair parts, and the production of labor saving machinery.

c. Manpower - large drains on agricultural workers anticipated if and when materials are made available for highway and building construction, since large sums of monies are available for expenditure on this type of projects.

The maximum utilization of the productive resources in agriculture is dependent on incentives and a reasonable assurance of markets, continuous maximum employment and purchasing power.

2. Efficient Utilization of the agricultural labor force through better management practices - job training - adequate supervision - training in use of available equipment - providing incentives for improved methods and use of improved labor saving devices - development of a well rounded organized program to improve (1) working and living conditions, (2) safety measures, (3) employer-worker relations, and (4) to carry out the full employment concept.

3. Housing - continues to be a bottleneck - war period developed housing for "solo" male workers - need now for family type housing - private and other for both year-round and seasonal workers. Trend indicates farmers desire to house own workers, but lack of material is bottleneck. Need for the development of adequate plans for worker housing. Education process at the grass roots plus aids from federal, state, and local levels of all agencies concerned.

Federally operated labor supply centers must of necessity remain in operation until such time as they are no longer needed. In addition provision should be made for establishing stop-over facilities which are needed in existing patterns of the migration of agricultural workers.

4. Wages - Agricultural wages now at record level - trend indicates wages will continue somewhat on same level and will not tend to decrease at the same rate as commodity prices. Wages can and should be made more attractive through incentives, perquisites, bonuses, better working and living conditions. Greater consideration should be given to compensation insurance for protection of the employer and worker.

5. Health Services - This program should include preventive measures, medical, nursing, and child care. We are cognizant that greater productivity and stability are the resultant forces of a healthful worker, enabling him to increase his earnings, thereby giving greater security to himself and family. This type of program requires education, the cooperation and participation of all agencies, groups, and individuals concerned.

To strengthen the structure of the American economy will require promoting welfare, health and security of the family and the individual.

6. Research - To provide for current and continuous analysis of farm labor problems - develop and improve reporting systems - exchange ideas and reports with other agencies.

7. International relations. Relations with our Canadian, Mexican, and West Indian neighbors have been excellent. Improve and exchange ideas for betterment of the agricultural workers and employer - valuable contributions made. Relations must be basically year to year, maintained currently and continuous.

8. Supply and Demand for Farm Labor. As previously stated, it is anticipated that the labor market will improve and become more flexible during 1947. This indication makes it mandatory that we intensify mobilization of all available labor sources within (1) the local area, (2) the state and between states. Utilization of free moving migrants - this movement is contingent on mobility and established patterns. Greater effort must be expanded in directing this flow along established patterns and at the same time establish new patterns of movement. When this source is found inadequate we should turn to interstate transported workers. When the above mentioned sources have been exhausted and the need for additional labor is existent, then only can we request imported workers.

Let us examine briefly what the worker and the employer want.

Worker	Employer
1. Good working and living conditions.	1. Assurance of an adequate number of workers for periods of need.
2. Continuous and stabilized employment providing some degree of security.	2. Dependability and stability in workers.
3. Wages and earnings that provide for adequate standard of living.	3. To provide working and living conditions.
4. Adequate housing and community services, availability of medical care, schools, etc.	4. To provide: a. employment at wage rates that insure adequate standards of living - b. availability of local services, school, medical care, etc.

Worker	Employer
5. Mutual understanding with employer regarding rates of pay, crop conditions, etc. - conducive to good management practices resulting in good worker-employer relations.	5. Mutual understanding with worker regarding rates of pay, crop conditions, etc. - conducive to good management practices resulting in good worker-employer relations.

Based on past experience, there is need for a permanent agency to assist agricultural producers procure an adequate labor force to produce and harvest their crops and at the same time assist workers in finding employment. The matching of need for workers with available workers and at the same time assisting the employer and worker in expediting solutions for the other problems mentioned will require an agency whose objective is "service" to employer and worker.

In addition to servicing producers and workers on problems mentioned above, plans must be perfected for disseminating current and continuous information relative to labor, area of need, crop conditions, type of operation, time of need, length of employment period, wages, working and living conditions, housing and other pertinent data to workers in areas of surplus; advise workers upon confirmation of need, and other pertinent information.

9. Cooperation - The degree of success in the farm labor program is contingent on the full cooperation of all agencies, federal, state, and local - farm organizations, farm groups, farmers, and all persons concerned with the program.

EXTENSION'S JOB WITH MIGRANTS AND EMPLOYERS OF MIGRANTS

by

Caesar Hohn*

The more one is inclined to think about Extension's job with migrants and employers of migrants the more he becomes convinced of the fact that the Extension Service has the same responsibility to all farm labor as it has to all other elements of the agricultural economy. I would like to request one thing before making any statement regarding Extension's responsibilities, and that is to ask your indulgence in any seeming criticism which may come out in my talk. Personally, I know of no service or organization with which I would rather be connected than the Agricultural Extension Service. It is because of this high regard which I have for the Service that I am making what I consider frank statements in the hope that we will become more conscious of a responsibility I feel the Extension Service has failed to acknowledge in the years which have gone by. I feel just like the wife who criticizes her husband. She does it because she loves him. Consequently, if I say anything critical about the Extension Service, it is because of my high regard for the Service.

There is one thing which it seems all will admit. This is, very few of us are trained for service in the field of farm labor. Most of us knew nothing about farm labor and its problems when in 1943 Congress gave us this responsibility by enactment of a special law. As we have gone on in this work and have tried to proceed according to regular Extension methods, by meeting the problems as they presented themselves, many of us have come to realize we have just been authorized and had money provided to do a job which in reality we should have been thinking about and doing something about before the law was ever enacted.

No one will argue that the farm laborer is not a part of the agricultural economy. Yet, we have for years both with the county agents, home demonstration agents and specialists done everything to help the farmer and his family in the field of better crop production, better livestock management, pasture improvement, 4-H Club work, child care, nutrition and all other forms of Extension work. Yet, insofar as trying to do something directly to help the farm laborer and his family, we have been a perfect "dud." It takes an emergency sometimes to make us see things we have never seen before. It is too bad that it took a terrible war and the enactment of legislation to make the Extension Service conscious of the fact that they had overlooked a responsibility to the farm laborer and his family in the years which have passed.

Instead of being a job of placement, or as the Law states, of recruitment, training, and placement, this all resolves itself into nothing more than a job of education. When the farmer is made conscious of the fact that he has certain responsibilities to the laborer, and the laborer is taught that he has certain responsibilities to the producer, and they understand one another's position, and are appreciative of each other, they will need no agency to do the placement work. When the farmer learns to plan his labor needs properly; when the farmer learns the necessity of having a decent place for the laborer

---

*Presented by Caesar Hohn, State Supervisor, Emergency Farm Labor, Extension Service, A & M College, College Station, Texas, at the Regional Farm Labor Conferences of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, at Salt Lake City, Utah, January 16, 1947; Chicago, Ill., January 21, 1947; and Atlantic City, N. J., January 29, 1947.

and his family to live; when he makes it possible for that laborer and his family to be part of that community the same as he is, then, a better class of laborers will be available and the farmer will not be worried about looking for labor. They will come to him. When the laborer learns he must be worthy of the wage he receives; when he respects the facilities made available for him by the farmer; when he makes himself more proficient in the handling of livestock, the tillage of crops and the care of machinery; then, he will be worth more to the farmer and the farmer will be able to pay him a better wage. He will then learn to have confidence in and respect for himself and will be in a better position to enter into the community life. No labor union will be able to get that kind of a laborer into an organization. It will not be necessary.

Just as it is the job of the Extension Service to teach terracing, better livestock management, pasture improvement and better tillage to the farmer through educational methods and by demonstrations, so it is the responsibility of the Extension Service to educate the farmer and the farm laborer to bring about the proper understanding so that both will benefit. Farmers do not terrace their land for posterity nearly so much as for the added money which they hope to make from better soil management. When the Extension Service can show a farmer through demonstrations that taking care of the laborer properly will mean more money to him and will offer a more contented farm life, he will be interested. This is an educational job. This is a job that is done not only with the farmers and the laborers, but is done by taking the entire community with you just as you try to take the community with you in a terracing or any other kind of better land use demonstration.

You may ask the question, "How will this job be done? Where would you start?" This would depend entirely upon who you were dealing with. I presume there is much difference between the migrants who travel up and down the East Coast and those who travel along the West Coast. Our farm labor program in Texas deals with the Negro phase, the labor-saving device phase, and the sheep-shearing and combine phases, but insofar as migratory labor is concerned we are familiar only with the Latin Americans. Even within our own State each phase of the program has to be attacked in a different manner and we cannot write out specific methods of procedure in handling these cases. We must do the job just as we do any other kind of Extension job. If you would permit me to be critical of the agricultural colleges who train the men who are later to become Extension personnel, I would say that while they have made a good job of teaching the science of agriculture, they have failed woefully in giving men the specific training which they need to become good county agricultural agents. There is a psychology in county agent work which is very necessary, but I know that our State college is not teaching prospective Extension workers the psychology necessary to make good county agents. Those who have made good just happen to have it.

Regardless of what practice research has found to be beneficial in the agricultural field, it is of no benefit until the farmer uses it. The farmer will not use it of his own accord. If he did, we could send him a bulletin and save the taxpayers the expense incurred by the Agricultural Extension Service. Someone must have the ability to get to the farmer and in some way get him to apply it to the soil before the research is worth anything. So it is in the field of farm labor, which is strictly another Extension educational job. There is nothing

written in the book to tell us how to do it. I believe, however, and have confidence that the Extension Service men and women will find a way to do the job.

With your permission, I would like to mention how we handle that part in Texas. Our migrants are mostly Latin Americans, one out of every six persons in Texas is of Latin-American descent. We have a migratory group in Texas of about 120,000. From 60 to 80 thousand of those migrate within the State. From 40 to 60 thousand migrate to other States. These migrants have not had much formal schooling, as a rule, because of their low standard of living. The fact that they speak Spanish has made it harder for them to start their children in school on the same basis with the Anglo-American children. Consequently, the laborer is not very highly educated.

These Latin-American migrants are peculiar people. If they do not understand you, you will have a hard time getting them to do what you ask of them. But, if you can once win their confidence and they know you are honest and truthful, they are the most loyal people in the world. When we started this work in Texas, we found they did not listen to us at all. In our program we have been working entirely with but one idea in mind, so far as the Latin American is concerned, and that is to win his confidence. This we are attempting to do by employing men who know the Latin American, know his habits and customs and can speak his language. These men must be honest, truthful, and must have an attitude of fairness both to the laborer and the farmer. Many of these men who are working for us and who are doing a wonderful job in this particular field have never gone very far in grade school, although a few of the men whom we have employed recently are college men. These men are getting the job done by contacting the laborers in their homes and in the fields and doing everything possible to win their confidence. The point I am trying to bring out is that whatever job must be done or whatever problem solved, it takes common sense and not a hell of a lot of economics to figure out what needs to be done. These men are doing the job.

On the other hand we have the educational job with the farmers who must learn to recognize the laborers' problems. This educational job is done by the county agent through his farm labor advisory committee which is composed of farmers and every type of business man in the community, as well as the ministers of all churches. Most people are honest and will do the right thing when they find out the truth. Farmers and city people who had failed to provide shelters and stopping places for these migrants in the cities and towns have not built 62 reception centers in Texas. At these centers the migrants can stop to spend the night, cook, clean up, bathe, wash their clothes and be contacted by a representative of the Extension Service, who is stationed at each of these centers during migration.

The result is that the laborer is better satisfied, the farmer gets better service, a placement does not become the problem because the farmer and the laborer have an opportunity to get together on understanding terms. The whole story is one of education and since this is an educational organization with a phase of work which comes in the agricultural field, the Extension Service should assume its responsibility whether there is a law enacted for that purpose or not.

When I was a student at Texas A & M College, I took my master's degree in soils. This was in 1914. That institution did not teach me anything about soil conservation 35 years ago while millions of dollars worth of rich plant food was washing away in our own State. This was our State agricultural institution. They needed to hang their heads in shame for what in the courts would be called criminal negligence. Because of my definite interest in the Extension Service I hope that those who are in administrative charge will rise to the occasion and assume the Extension responsibilities with respect to farm labor so as the years progress our Extension Services will not have to hang their heads in shame because of what they failed to do in the field of farm labor.

THE NEW YORK MIGRANT LABOR PROGRAM

by

Dr. T. N. Hurd*

In this discussion, an attempt will be made to list first the methods which have been used during the past four years to bring about improvement in migrant camp conditions in New York. This will be followed by a summary of the specific steps, including legislation, which have been taken since 1943.

Despite some progress which we believe has been made, none of us concerned with the migrant problem in New York believes that it has been solved. Much remains to be done in specific fields which will be mentioned later. In fact, we see more to be done now than we saw four years ago.

We include as migrant workers, all out-of-state workers except foreign and transported interstate. Roughly, three-fourths of them are southern negroes and one-fourth are Pennsylvania whites.

Most of the migrant workers are employed in four areas within New York. These include (1) Long Island, (2) the Hudson River Valley, (3) the Central Pea and Bean Counties, and (4) Western New York from Oswego and Cayuga counties westward. Although these areas include 26 counties, more than one-half are in the six counties: Wayne, Suffolk, Madison, Oneida, Chenango and Cayuga. Of the 14,000 migrant workers, approximately 10,000 live in 180 camps with 10 or more workers and the remainder live in smaller groups. Most are housed on farms although our labor associations are switching to migrants from prisoners of war and foreign workers. The average period of stay in New York is about 10 weeks. At our peak, migrants make up about 12 percent of our total seasonal labor force.

Beginning of Program, 1942 and 1943

Prior to 1942, no one had been greatly concerned with the migrant problem in New York. For more than 30 years, varying numbers of migrants had been coming to the State for seasonal farm work.

During the summer of 1942, the Governor appointed a special committee composed of representatives of three State Departments of Health, Labor and Social Welfare to make a study of the migrant problem and to recommend suggestions for improvement. This committee made an intensive study, including visits to a large number of camps. The report of this committee outlining its findings and listing specific recommendations for improvement was submitted to the Governor in March, 1943.

---

*Presented by Dr. T.N. Hurd, New York State College of Agriculture, Cornell University, Ithaca, New York, at Regional Farm Labor Conferences, Salt Lake City, Utah, January 16, 1947; Chicago, Illinois, January 21, 1947; and Atlantic City, N.J., January 29, 1947.

Because of the desperate efforts which were being made in the spring of 1943 to obtain sufficient help to maintain food production, those of us involved in the Farm Labor Program had little, if any, time to devote to carrying out the recommendations made by the Interdepartmental Committee. Of the total of thirteen recommendations made by this Committee, however, eleven have now been carried out in our program since 1943.

Steps During 1944

Early in 1944, the Interdepartmental Committee was reorganized. To the representatives of the State Departments of Health, Labor and Social Welfare were added representatives of the State Department of Agriculture and Markets, the Division of the State Police and the Farm Manpower Service. Later the Extension Service and the State Youth Commission were added.

In its work, early in 1944, the committee chose to emphasize improvements in (1) housing and (2) child care. For many years, New York had had in its Sanitary Code, Chapter VII establishing minimum requirements for all camps including farm labor camps. It was found that the code was inadequate and out-of-date. For this reason, the Department of Health, with the assistance of the Committee, completely revised Chapter VII of the Sanitary Code. This was approved by the Public Health Council giving it the effect of law and became effective in June, 1944.

The Code not only established specific minimum requirements with regard to space, ventilation, type of construction, water supply, food service, sewage disposal, bathing and other aspects of migrant camps but also fixed responsibility for the maintenance of satisfactory conditions, made specific requirements with regard to first aid and communicable disease, and established other requirements.

Migrant child care, the second of our principal activities in 1944, was not new but was expanded. The program in 1944 was financed in large part from Federal Lanham Act Funds. Actual sponsorship of the program, as in prior years, was provided by the Home Missions Council which operated 12 child care centers and the Catholic Charities of Buffalo which operated one large center. All such centers were required to be approved by the State Department of Social Welfare.

Steps During 1945

Despite the progress made in 1944, the committee recognized and studied numerous other problems beside housing and child care. By the end of November, 1944, the committee had prepared a list of tentative recommendations for further improvement in 1945. Before final action was taken, they were discussed with growers and canners. Three public hearings were held in the most important migrant areas. Later the recommendations were presented to the Association of New York State Canners and on another occasion to the Conference Board of Farm Organizations, a strong and effective group which represents all eight of the statewide farm organizations in the State.

Some of the recommendations which the committee had proposed were not approved by these groups and for the time being they were dropped. But several of the recommendations which were approved, were improved and made more effective by suggestions from these groups. Even more important, these groups felt that they were participating in the development of the program. As a result, we have had their continued support instead of their opposition on each phase of our program. Their experiences in these meetings and in the many meetings, conferences, and discussions which have followed since that time have proved of tremendous educational value to these growers and others. Perhaps this is the reason why we now have support for proposals which were violently opposed only two or three years ago. Education may not be the fastest method but we are convinced that it is by far the soundest.

The completed report of the committee was submitted to the Governor and each of the recommendations was carried out in 1945.

The State War Council, however, was not completely satisfied that our program was proceeding rapidly enough and decided to learn first-hand of the problem and needed improvements for 1946. For this purpose, a special Committee of the State War Council was appointed to give further study to some of our proposals and other problems in order to further the program already under way. This Committee of seven, included the majority and minority leaders of the Assembly; the Chairman of the Legislative Committee on Interstate Cooperation; the Lieutenant Governor, who is President of the State Senate; the State President of the C.I.O.; a prominent negro leader, who later became a member of the State Commission Against Discrimination; and the Dean of the State College of Agriculture as Chairman.

This Committee of seven spent a total of four days on two different occasions with seven farmers and seven canners, visiting 30 farm labor camps during the summer of 1945. Migrant problems were discussed with large numbers of workers and camp operators. Two evening discussions were held by the Committee while on these tours, and two other meetings were held by the Committee in Albany before its final report was completed, approved, and submitted to the Governor in January, 1946, at which time this special War Council Committee was discharged.

Steps in 1946

After being approved by the State War Council, this report was submitted by the Governor to the Legislature with his request that favorable action be taken on each of the six recommendations. Every recommendation was approved and each of them was carried out.

Summary of Action Taken and Results Obtained

Action taken since 1943 can be classified under these seven headings: (1) Housing; (2) Health; (3) Transportation; (4) Registration of Contractors; (5) Child Care; (6) Workmen's Compensation and (7) Child Labor.

(1) Improvements in Housing

(a) Revision and modernization of the Sanitary Code as it applied to migrant camps was not the only step taken in improving migrant camp conditions.

(b) After the Code was revised, the State Health Department held a training school for its District State Health Officers and Sanitary Engineers to familiarize them with the revised code. In addition, the Department held a series of seven meetings for farmers and canners in various parts of the State to explain the requirements of the new code, to offer assistance of its staff, and to help growers and canners comply with it. In 1946, for example, 4,200 weekly camp inspections were made.

(c) In 1944, farmers began asking the Extension Service of the College of Agriculture for assistance in building, remodeling, and managing camps in order to comply with the requirements of the Sanitary Code. State funds were provided in 1945 for two specialists, one an agricultural engineer to work with growers on construction and remodeling jobs, and the other to assist growers in improving their camp management. The results of the engineer's work are reflected in the Health Department's camp report for 1945. The work of the camp management specialist was reflected in the improved management practices in 1945 but mostly in the increased number of qualified camp managers in 1946. Two capable managers were placed, at the request of growers, in two camps in 1945. A total of 19 camps with a population of 2,100 or about 21 percent of the total migrants in camps of 10 or more were in the hands of capable, trained managers in 1946. Capable management, in our experience, contributes more than any other one thing to camp improvement.

In 1946, at the suggestion of the State War Council Migrant Committee, and with State funds for this purpose, the Extension Service of the College of Agriculture had a total of five specialists on migrant camps. Two are continued to help camp operators on problems of camp construction and camp management, and three additional ones worked on problems of feeding, labor utilization, and business management assistance to our 45 farm labor associations. The proposed 1947 College budget includes these five as permanent positions.

(d) Special legislation was passed in 1945 to permit the transfer without charge of unused CCC Buildings owned by the State to County Farm and Home Bureau and 4-H Club Associations. Several of these have been used for migrant housing and a considerable number of others have been purchased by camp operators or cooperative associations for improving their housing.

(e) Until 1946, the State Health Department had been handicapped in the enforcement of the Sanitary Code. Its program has been aimed at obtaining a high degree of voluntary compliance with the Code so that the need for "cracking down" and prosecution would be kept to a minimum. It was recognized, however, that there would be instances in which prosecution would be required. Until 1946, the Health Department has been able to threaten only. Under our law, operators could be fined or jailed but the camp could not be closed quickly.

The State War Council Committee made a special study, with capable legal help, of the kind of legislation which would do the job and which would also probably be approved by the Legislature. A proposal in the 1945 Legislature had been soundly defeated. The closing of a Farm Labor Camp, because it is in violation of the Sanitary Code, must be done promptly and effectively if the health and welfare of the workers and the community are to be protected. Unfortunately, in some respects, however, the closing of a camp amounts to the seizing of private property. This is possible under the fifth amendment to our Federal Constitution only with "due process". Due process usually takes time.

Finally a bill was drafted which overcame the objections to the proposed 1945 bill which was defeated. It was patterned in part on the law permitting the closing of houses of prostitution and partly on New York City legislation permitting the vacating of unsafe buildings. This bill was included in the report of the War Council Committee. It was passed by the 1946 Legislature and it is now law. It has been used, so far, in only one case. The initial step was taken in two other cases but compliance was immediately forthcoming.

(2) Improved Health Services

The State Health Department through its district offices, is now providing even better public health services to migrant workers than are available to our year-round population. Tuberculosis and venereal disease clinics are held in most camps. In 1946, 3,293 chest X-rays were taken even though workers were not required to have them. A total of 204 venereal disease case-finding and treatment clinics were held in 1946. About 2,900 blood tests were taken and more than 3000 treatments were given. Child health clinics are held at intervals in all 40 camps with small children. Health education shows including moving pictures, posters, and leaflets are held at intervals in all camps. A specially prepared Disney-type, talking film strip, "Stinky Comes Clean" was widely used and accepted in 1946. In 1946, 11,360 hours of public health nursing service were given in a total of 180 different camps. This is equivalent to 26 full-time nurses for an average of 12 weeks.

(3) Amendments to the Vehicle and Traffic Law (Transportation)

In 1945, the Legislature, upon the recommendation of the Interdepartmental Committee, amended the Vehicle and Traffic Law pertaining to the transportation of persons by truck. Firmly attached seats must be provided for two-thirds of the workers, and a satisfactory tail-board or endgate must be closed. At least one adult must accompany groups of youth who are less than 21.

(4) Registration of Labor Contractors

During its tour in 1945, the War Council Migrant Committee, became intensely interested in the activities of the so-called labor contractors or crew leaders. On the recommendation of the Committee, a study of 30 of these was made in 1945. On the basis of it the Committee recommended that the State Labor Law be amended to require the registration of employers and contractors with 10 or more out-of-state domestic workers in New York. The draft of a bill was included in the report and this law was passed by the Legislature and signed. A total of 86 registrations covering 8,400 workers were made in 1946. This covered virtually

all of those who arrived in the state in groups of 10 or more.

(5) Child Care

Prior to 1946, the Home Missions Council and Catholic Charities of Buffalo with Federal Lanham Act Funds maintained a highly successful child care program. With the expiration of Federal Funds early in 1946, the State War Council Migrant Committee recommended the appropriation of State funds to replace them. These were appropriated by the Legislature to the State Youth Commission. It was assumed that these State funds would be paid directly to the Home Missions Council and the Catholic Charities of Buffalo to continue the program as in the past. Our State Constitution, however, prohibits the payment of public funds to a religious association. In order to insure a child care program in 1946 and to serve other purposes, there was organized the New York State Federation of Growers' and Processors' Associations which has sponsored the program and which is eligible for an 85 percent reimbursement from the State Youth Commission. Parents paid from 50 cents to $1.00 per week per child and the remainder of the 15 percent was paid by the growers. Budgets were prepared in advance and approved by the Youth Commission. All financial records are subject to audit.

A total of 22 child care centers operated in 1946 with a total enrollment of 835 children including two privately operated centers which did not request state aid. Costs per day per child averaged $2.86, of which the State paid 85 percent and the growers and parents paid 15 percent.

(6) Workmen's Compensation Insurance

Workmen's Compensation Insurance is not required of farmers in New York State. Our Committee found that in 1944 the relatively high rate, particularly for vegetable growers, kept the number of farmers who purchase such protection at a relatively low level. Two reductions in rates have been made since 1943 but our rate is still the highest of all states and 70 percent above the average of all of them. The Labor Contractor Survey in 1945, for example, showed that workers of 87 percent of the contractors were covered by either Workmen's Compensation Insurance or Farmer's Liability Insurance. In 1946, 90 percent of the employers and labor contractors who registered with the Labor Department had Workmen's Compensation Insurance.

(7) Child Labor

Our present state law prohibits the employment of youth under 14 on any farm other than that of their parents. Those 14 and 15 years of age may be legally employed only if they have farm work permits issued by their schools.

Up to the beginning of World War II, it is fair, I believe to say that as in other states, little or no attempt had been made to enforce the Child Labor Laws on the farms. During the war it was obviously impossible to begin a "crack-down" program which might have interferred seriously with maximum food production.

With the ending of the war, however, and the return to what we hope will be more nearly normal times, it was apparent that some steps needed to be taken to obtain compliance with the law.

Inasmuch as the law is, to most farmers, a new law, an intensive program of education and assistance to growers was carried out in 1946 through 25 day-haul assistants, with the hope that a high degree of voluntary cooperation would be obtained. The program placed emphasis on the day-haul program in and around our larger up-state cities. Attention, however, was also given to the children of migrant workers.

Summaries of the 1946 project show fewer illegally employed youth than had previously been assumed. They also showed increased numbers of farm work permits issued and a decline during the summer in illegal employment. Plans are being made for a somewhat modified program in 1947.

The educational program on child labor began last winter through the Extension Service representatives in the Southern States. Growers also were aware of these plans in their recruiting activities. This work may have been partly responsible for the decrease in the number of migrant children who came to New York in 1946. Even though we made progress in reducing child labor within the state, there is some reason to believe that one effect of our work was merely to divert considerable numbers of children to other states where no drive against child labor was under way.

Problems Remaining

Even though our Committee believes that much progress has been made toward a solution of our migrant problem, there are numerous difficulties still with us. We believe many of them will continue. We expect migrants for many years ahead. Here are some with which we are wrestling at the moment.

First of all, on what permanent basis can the child care program be financed? Whether or not the cost of such a program should continue over a period of years to be largely a logical responsibility of government, is something we have not yet decided. In any event, we believe the program must go on and are anxious to find a way to insure its continuation for all children up to 14.

2. Is our present law adequate with regard to labor contractors and crew leaders? Possibly labor contractors operating entirely within the State should also be included.

3. What can we do to improve the livability of camps beyond the minimum requirements for health and safety? Many of our growers are ahead of us in this respect; others meet only the minimum requirements. Livability is an intangible term for which it is difficult to prescribe standards. We feel, however, that minimum physical standards are only part of a satisfactory camp. Probably the answer lies in a continued educational program and publicizing successful, demonstration camps.

4. Are we ready for compulsory Workmen's Compensation Insurance? Even though we appear to have a rather high degree of voluntary protection, it is conceivable that the time has come when positive action is desirable.

5. What steps should be taken to bring under the jurisdiction of the State Health Department all camps regardless of size? At the present time, only camps having ten or more workers are considered as camps by the Health Department.

6. What should be our program with regard to Child Labor? Certainly we cannot completely solve a problem of this magnitude over night. Our 1946 experience indicates at least one way of achieving significant results, but there are always some who will not comply voluntarily. "Cracking-down" may be the only solution.

7. What can be done to improve transportation to New York State? Even though 45 percent of our migrants arrive by bus, rail and private car, the remainder come in trucks under conditions that are often far from satisfactory. Obviously this is not just a problem for New York.

8. What can be done to reduce truck licensing costs for contractors who operate several trucks in several states during the season? If anyone has the answer, we would like to have it.

Summary

In the beginning, I mentioned that even though progress has been made, we see more problems to solve than we saw when we started in 1943. For this reason our Committee is continuing study of our problems and constantly taking steps toward further improvement. Our 1947 program, continuing what we have done and adding one or two new features will be approved the first week in February.

It seems to us that whatever success we may have achieved, traces quite largely to four things. First, we have recognized that the problem involved not only the interests of the workers but also those of employers and the public as well. We have attempted to build a program which recognized the interests of all and which produced the greatest ultimate good for the greatest number.

Secondly, we have had the utmost cooperation of all the State and Federal Departments and Agencies involved in this program. Even though they have maintained their independence they have cooperated whole-heartedly and unselfishly in all phases of the program. In general, the Interdepartmental Committee as a Committee has studied problems and recommended a program to solve them. These have been rather widely publicized. Publicizing results achieved, however, has been left quite largely to the individual Departments.

Thirdly, we believe that cooperation with growers and workers has paid dividends. From the beginning, we have consulted them and will continue to do so, individually and through their organizations, in order to get help in formulating our program, and in order to be assured of their support in carrying it out. Being able to point out that the improvement program was good business, paid dividends. Publicizing bad conditions and recognizing improvements publicly have helped tremendously.

A fourth factor in our program is that we have approached each problem on an educational basis and concentrated on two or three each year without becoming impatient and provided we kept making progress. We have been naive enough to assume that if every one is aware of a problem and a sound means of solving it, most of them will voluntarily comply and cooperate. We recognize that this is not the only method. We are aware too that it cannot be done over night.

REDUCING THE NEED FOR LABOR BY MECHANIZATION AND BETTER WORK METHODS

by

J. L. Paschal 1/

The demand for and the scarcity of farm labor during the past 5 years have brought about some interesting and important changes in the way farmers get work done. Some of these are undoubtedly temporary labor-saving measures, while others appear to be of a permanent nature. In some instances, developments now taking place will probably be of far-reaching importance in the future. It is not my intention to predict the future need for farm labor, especially in quantitative terms, but rather to call attention to a few changes which have taken and are now taking place. Conditions in the future, and particularly the costs of getting a job done by different methods, will vary from time to time and cause important changes in relationships. Cost in this sense includes not only the direct expenditure for labor or equipment but extends also to managerial problems.

Because of the great need for farm labor, agricultural colleges and farmers all over the nation have been searching for means of reducing the amount of farm labor needed to do a given job.

Studies made at Purdue University have shown that by the proper arrangement of farrowing pens and by locating the feed supply close to the pens, the time required for farrowing and caring for pigs can be greatly reduced. Major savings were also made by using improved methods of supplying drinking water to hogs. Running water piped to the hog lot was of course the most efficient method. Where this was not feasible the use of a tank wagon or sled to transport water eliminated a great deal of walking and carrying water in buckets. A very simple item of using a large outlet from the tank greatly reduced the time necessary to empty it.

Carter in Vermont analyzed dairy barn chores on a farm on which labor efficiency was much above average and reduced the time required to care for 22 cows by 2 hours per day.2/ This was done largely through the planning of dairy chores, the adoption of quick milking methods, and the expenditure of a few dollars for remodeling and for extra tools. In some of our western states where winters are not so severe, I believe the time required to care for 20 cows can be reduced considerably below that required by methods used on Carter's Vermont farm. Quick milking, milking parlors, gravity grain supply, and loafing sheds were adaptable, all help to reduce man hours.

1/Presented by J. L. Paschal, Associate Economist, Colorado A and M College, Fort Collins, Colorado, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 16, 1947, at Salt Lake City, Utah.

2/Carter, R. M., "Labor Saving Through Farm Job Analyses," Bul. 503, Vt. Agri. Exp. Sta., June 1943.

New developments in caring for poultry promise to greatly reduce the man hours required per thousand birds. On one farm in New York only 21 minutes per thousand layers was required to do all daily chores.3/ All layers were housed in one building several stories high. The use of gravity in supplying feed to chickens and the use of dropping pits, deep litter, and automatic disc watering devices have enabled poultrymen to greatly increase the number of hens which one man can care for adequately. As new dairy barns and poultry houses are constructed so that more efficient use of labor is possible, the operator using obsolete methods and equipment will find himself more and more at a competitive disadvantage.

During the prewar years, farm labor, especially hand laborers, received far less training and supervision than factory workers. If a greater output was desired the usual remedy was to hire more workers. As the labor shortage became more and more acute during the progress of the war, it became increasingly evident that improvement was needed in the efficiency of hand workers, particularly those with little experience. The farm work simplification laboratory at Colorado A and M College, in cooperation with the labor section of the Extension Service, conducted several investigations and developed a number of circulars and movie films for use in training workers.

Dr. R. W. Roskelley of the Colorado Extension Service designed a check sheet to assist string bean pickers in locating their weak points. In cooperation with employees concerned with the supervision of labor, a number of Mexican Nationals were checked for efficiency in methods of picking. These workers were then interviewed and their weaknesses pointed out, and they were shown how to pick more efficiently by making every move count. After a week of picking the same workers were checked again. Their daily output had increased from 15 to 20 percent. It was also found that a good field supervisor was especially helpful in correcting the faulty methods of workers and in helping them to develop the habit of using the best methods.

The job of topping onions is a time-consuming job in Colorado. Investigations, including micromotion analyses of various methods and observations of field operations, revealed that experienced workers could, in many cases, increase their output by 15 to 20 percent.4/ Results from limited investigations indicate that the average worker is likely to waste more hand motion when using a topping knife than when using sheep shears. The main reason for this is that many workers cut with a pulling motion which carries the hands towards the body and away from the work center.

Observation of several groups of toppers indicated that many workers, especially women and children, failed to sharpen their cutting tools often enough. The workers who had reputations for high output were observed to sharpen their tools quite frequently.

3/Hurd, L. M., and Bierly Ivan, "Saving Steps and Time in Caring for Hens," Poultry Science, January 1947, Vol. XXVI, No. 1.

4/Paschal, J. L., and Roskelley, R. W., "How to Top More Onions," Press Bul. 100, Colo. Agr. Exp. Sta., September 1945.

It was found that even experienced onion toppers were inclined to become careless of their methods, especially in the late morning and late afternoon as they became tired. Stop watch studies revealed an increased output of approximately 16 percent when the worker was careful to keep his basket close to the pile row and to observe the principles of motion economy. Need of supervision to encourage workers to form and continue good work habits was demonstrated when workers were rechecked and found to have slipped back to their old inefficient habits.

Because of the shortage of personnel in Colorado but little time was devoted to actual training of workers by careful individual supervision. The field of labor saving in agriculture has barely been scratched and a great deal remains to be done if our farm workers are to receive the full benefits that may be obtained from an adequate work simplification research program combined with proper facilities for training and supervising workers.

Potato cutting is the labor bottleneck at planting time on Colorado farms. Because of the large volume of potatoes which must be cut, the old method of grasping the potato in one hand and cutting it with a pocket knife was discarded long ago on most farms. Many of the more progressive growers have adopted the use of the rotary potato cutter developed at Colorado A and M College.5/ It is very effective in reducing cutting labor requirements and in preventing the transmission of ring rot, but its development was based on the need for disease control rather than labor saving. From the standpoint of profits on the potato enterprise, the rotary cutter is an excellent investment but, at the same time, it is a rather expensive piece of equipment which is used but a few days each year. Research was conducted in the farm work simplification laboratory to devise a method of cutting potatoes which would use labor still more efficiently and at the same time provide satisfactory control of ring rot spread and, if possible, secure it with a lower initial cost for equipment. These results were finally obtained by the use of a double-edged knife mounted upright in a table provided with a gravity feed and a double drop disposal.6/ Proper use of this equipment resulted in 25 percent increased output per worker and reduced fatigue as compared to the rotary cutter. The cutting table is designed so that a constant supply of potatoes is readily available, directly opposite the worker on the far side of the knife. The worker picks up a potato and pulls it toward him, splitting it in two on the knife. The potato is then turned halfway around and pushed through the knife, and the four pieces are then dropped through a small opening as the hands reach for another potato. Since potatoes are cut both going and coming, nearly all empty travel by the hands is eliminated. This method therefore causes less fatigue than either the single-edged knife or the rotary disc.

In order to retain the essential disease-control features of the rotary cutter, a solution of mercuric chloride was run down over the double-edged

---

5/Henderson, W. J., "The Colorado Rotary Potato Cutter," Bul. 381-A, Ext. Serv., Colorado State College, April 1944.

6/Paschal, J. L., Lane, George H., and Kreutzer, W. A., "The Double-Edged Stationary Potato Cutting Knife," Bul. 493, Colo. Agri. Exp. Sta., May 1946.

blade, to reduce the spread of ring rot. Tests made by plant pathologists at Colorado A and M College have demonstrated that this method obtains essentially the same results as the rotary disc in reducing the spread of ring rot by cutting tools. In addition, the cutting table and 2-edged knife is simple and easy to construct and can be made in a few hours. Because of the low cost of the double-edged knife and table, operators having a small acreage of potatoes can also afford it. While the benefits of labor saving are important, they probably represent only a fraction of the benefits to be obtained by reducing the spread of ring rot.

The practice of picking potatoes into wire baskets is common in many areas, but it is somewhat slower than the picking belt which is widely used in Colorado. The basket requires the use of one or both hands to move it from place to place. From 1/4 to 1/2 minute for 1 or 2 persons is required to empty the basket into a sack. In many cases one picker will hold the sack open while the other empties the baskets into it. Two pickers are seldom evenly matched so the fast picker invariably waits for the slower one to finish filling his basket or slows his pace to that of the slower picker.

The use of a picking belt enables the average able-bodied male to pick about 20 percent more potatoes in a day than if he uses a basket.7/ This greater output does, however, require more energy through dragging the sack of potatoes. For this reason it is not much used by women and children. The sack is suspended between the knees from a belt. This leaves both hands free to scoop potatoes into the sack, and of course there is no basket to empty.

The shortage of farm labor, the difficulties connected with the use of inexperienced labor, and, to a certain extent, the indifferent attitude of some farm workers has induced farmers to look for every possible means of reducing the need for hired labor. Partially because high wages put extra money in their pockets, some potato workers in the San Luis Valley of Colorado arbitrarily decided to take 2 and sometimes 3 holidays per week during the harvest season.8/ This practice was particularly exasperating in the Valley, where the season is short and the danger of potatoes freezing in the ground is great. The enforced idleness of regular employees and equipment alone appears to be sufficiently important to cause farmers to exert every effort to reduce and, as far as possible, eliminate the need for day harvest hands. The unwise actions of perhaps only a few workers during periods of personal prosperity may lead to the development of methods and machines with which hand labor cannot compete in the future even at greatly reduced rates of pay.

The difficulty of securing and retaining satisfactory labor for potato picking is causing an increasing number of farmers to consider the purchase of a potato combine. A machine of this type is manufactured at Greeley, Colo., and is being used in different sections of Colorado and in several other states. Earl Cogburn of Gilcrest, Colo., who is a large grower of early potatoes, was one of the first, and is one of the most enthusiastic,

---

7/Paschal, J. L., "How to Pick More Potatoes," Press Bul. 98, Colo. Agr. Expt. Sta., October 1944.

8/Information furnished by A. J. Hamman, State Labor Supervisor for Colorado.

users of this machine. He reports that in a potato field yielding 225 sacks per acre, the machine will dig and sack on an average of 100 sacks per hour. The machine requires a relatively light tractor to pull the combine and drive the power takeoff. The machine has a remarkably light draft as demonstrated during the past summer by Mr. Cogburn who successfully used a Fordson tractor to operate it. The machine consists of a long digger chain, a short cross conveyer, and a long sorter belt running in the opposite direction of the digger chain. Under ordinary operating conditions 2 men stand at the cross conveyer and remove the vines from the potatoes. This is an important and fairly hard job which requires care to see that no potatoes remain on the vines. From 2 to 3 sorters sit or stand alongside the sorter belt and remove clods, vines, and other inert material. One man stands at the end of the sorter belt, sacks the potatoes, and sets them on to a moving truck which accompanies the machine down the field. The 2 men removing vines and the 3 sorters compose the crew which would compare with 8 to 10 able-bodied men required to hand pick the same quantity of potatoes per hour. Mr. Cogburn states that through the use of this combine he has been able to reduce his picking costs an average of 50 percent over a period of 3 years. The quality of his potatoes compares favorably with those picked by hand and he has had no difficulty because of abnormal tare. The use of this machine eliminates the need for from 6 to 8 able-bodied men. The job of removing clods and other inert material from the sorter belt is one that can easily be performed by persons of either sex 12 years of age or older. It can be done by family or other labor which is not capable of doing the heavy work of picking potatoes.

These machines have encountered some difficulty in hard land where clods are a problem, but experience and know-how have enabled operators to use this machine satisfactorily even under these conditions. In instances where clods are extremely bad, the potatoes have been picked out of the clods while the clods are allowed to go on over the belt and drop to the ground. Some farmers are considering the possibility of bulking potatoes, especially in the late potato areas where the tubers are mature and are not easily skinned or bruised at harvest time. The idea may seem rather far-fetched, but no more so than was the idea of combining potatoes 5 years ago. If potatoes may be bulked, need of the 2 men required to load the truck and the hand labor of unloading will be eliminated.

The auto and the truck have, generally speaking, largely eliminated the horse as a source of power on most farms. Furthermore, they have replaced man as a source of power for many farm jobs, or have greatly reduced the number of men required to do a given amount of farm work. For many Colorado farmers, a manure loader attached to a tractor has replaced from 4 to 10 men on such jobs as loading manure, sand, gravel, beet pulp, and other heavy bulk material. For handling manure this loader attachment replaces about 6 men. It performs as speedily at 5 p.m. as at 8 a.m. and the tractor has plenty of reserve power for handling unusually wet and heavy manure. It is always capable of moving as big a load as the fork will carry.

A loading fork mounted on a truck chasis and especially designed to remove manure from low cattle sheds was constructed by W. P. Kintzley, foreman of the Colorado A and M College farm. By replacing the manure fork with a

large fork similar to a hay sweep, this loading machine is also used to collect and transport grain bundles directly to the threshing machine, thereby eliminating the need for field pitchers and bundle trucks.

Threshing crews which used hay sweeps to collect and transport grain bundles and which handled the threshed grain in bulk were composed of about half as many men as those on which all the bundles were forked by hand and the grain moved in sacks.

A Weld County farmer uses his manure loader to remove hay from the stack when using a stationary hay grinder. For this purpose he designed a special fork with teeth made of automobile axles. Another farmer who disliked loading beet pulp with a hand fork also observed that much time was wasted by farmers waiting their turn to get into the pit. His manure loader greatly reduced the man-hours used in loading trucks at the pit and nearly eliminated the waiting line. Other farmers were glad to pay him a nominal sum to load their trucks and be on their way.

Arvid Anderson at Haxtun, Colo., used his manure loader to replace four men at corn shelling. He built a 100-bushel hopper over the sheeler feeder and filled it with his manure loader. More corn was shelled per hour because of the uniform maximum flow of ear corn into the sheller.

The tractor posthold digger is rapidly increasing in popularity in sections in eastern Colorado where the soil is free from large rocks. Approximately 30 seconds are required to make a hole, as compared with several minutes of hand digging, especially in hard, dry soil.

Few people think of a tractor as replacing an irrigation shovel but that very thing is being done by more and more farmers. A study which I made in the Yellowstone Valley of Montana in 1942 revealed that improved land leveling not only saved labor but increased crop yields. Farmers reported on land which ordinarily would be considered as satisfactorily leveled but which later was leveled unusually well by modern equipment. On the average hand labor for irrigation was reduced by 50 percent and at the same time crop yields increased 20 percent, probably due at least in part to better distribution of water.

Certain methods of harvesting grain have not only reduced the total amount of man labor required but have so spread out the combining season that the entire job is done with regular hired or family labor.

A farmer living near Stoneham, Colorado, operates a large farm but has not hired a day of harvest labor during the last 5 years. As much as possible of his grain is combined in the regular manner. The remainder is windrowed with two old headers. The swaths from both headers are windrowed close enough together that later a combine with a pickup attachment picks up both windrows, or the equivalent of a 20-foot swath, at one trip around the field. This not only reduces combine travel by half but concentrates the straw which is dumped in piles by means of a buncher operated by a small boy riding the combine. Later when time and weather conditions permit, tractor buck rakes are used to buck the straw together for stacking.

Tractor power combined with timeliness helped to reduce man labor for thinning and weeding beets even before the days of segmented seed. Operations performed at the proper time before beets are planted reduce the amount of hand weeding required. This procedure is especially important when segmented seed and mechanical thinning or cross blocking are used. When whole beet seed is planted, several times as many pounds are required to seed an acre, and 2[illegible] to 30 hours of hand labor are required for blocking, thinning and weeding.9/ Tests made show that by the simple expedient of using 1/4 as much whole seed, hand labor was reduced about 7 hours to 21.47 hours per acre. By the use of the segmented seed and the long-handled hoe, with no hand thinning, the labor was reduced to 12.41 hours per acre. Tests made by the American Crystal Sugar Company in Minnesota and reported on by the Beet Sugar Development Foundation on 700 acres on 30 different farms in 1945 revealed some startling results.9/ Planting segmented seed with precision planters, cross-blocking with customary weeding tools, and weeding with a long-handled hoe reduced labor to approximately 1/4 that required by methods in common use 10 years ago. Approximately 90 percent of the beets in Minnesota were mechanically cross-blocked in 1946. The late E. M. Mervine of Colorado A and M College, did some of the pioneer work on segmented seed and mechanical cross-blocking. These two techniques eliminated hand thinning entirely and reduced man labor to 2.5 hours per acre on test plots.10/ The reductions of thinning labor, which I have already discussed, were obtained without significant losses in yield. There are, however, several important techniques which a farmer must observe if he is to successfully use segmented seed and mechanical thinning. The results I have given you were obtained in 1945 and earlier. The results obtained in 1946 have not generally been released yet, but from a few preliminary reports I have learned that important progress has been made in reducing labor needs. Mechanical thinning makes it possible to get the job done at the proper time. Tests made by the Montana Agricultural Experiment Station in 1946 show the importance of timeliness. All of several different methods of mechanical thinning performed at the proper time resulted in more profit than delayed hand thinning.

Tractors plus equipment are rapidly assuming man's hard labor of harvesting beets. The power beet loaders now in use on many farms enable 2 men to put on a load of beets in 5 minutes, or perhaps 10 minutes over-all time. This entirely eliminates the manual work of forking beets, representing a tremendous saving of time. The use of the loader also enables the farmer to haul many more beets per man and per truck per day.

Use of the mechanical harvester is rapidly being adopted. In 1946, 150,000 acres of beets were harvested by 2,150 mechanical harvesters.9/ In spite of the severe storms in some areas, this is an average of about 70 acres per machine. Expectations are that approximately 4,000 additional machines, or a total of about 6,200, will be in use in 1947. It is expected that these machines will harvest approximately 450,000 acres of beets.

9/Data supplied by Phil Smith, Beet Sugar Development Foundation, Fort Collins, Colo.

10/Mervine, E. M., and Barmington, R. D., "Mechanical Thinning of Sugar Beets," Bul. 476, Colo. Agr. Exp. Sta., March 1943.

The rapid adoption of this machine indicates that in spite of the fact that they are new and therefore contain many mechanical bugs, they are, in the judgment of beet raisers, proving practical.

A record of 121 machines in 1945 in Nebraska showed an average of 4.76 man hours required to place an average acre yield of 15.5 tons into the truck.9/ These 4.76 hours compare with 34 hours for doing the same amount of work when the beets are topped by hand. In simpler terms, the machine turns out 3 tons per man hour as compared with a little less than 1/2 ton per man hour when topping is done by hand.

A farmer living near Fort Collins purchased a new beet harvester in 1946 and, after about 1 week of learning to run the machine, he was able, with the aid of 1 man, to top and load an average of 45 tons of beets a day.11/ With the average quality of beet help available in 1946, he estimates that the machine and 2 men replaced 6 hand toppers in addition to labor involved in the job of lifting, and loading beets. This particular operator ran into difficulty because of an unseasonal, heavy, wet snow which kept him out of the field for a long time. However, he was thoroughly sold on the use of the mechanical topper. He believes that it will save him a great deal of money each year. Also he prefers to use the mechanical topper because of the difficulty encountered in securing labor. He was especially dissatisfied with the poor topping job done by laborers and says that the machine does a much more uniform job than do hand toppers available at the present time. Thus, mechanical harvesting of beets practically eliminates the need for seasonal labor. However, the hazard is ever present that in the event of conditions preventing the use of a harvester, the unavailability of hand labor might cause severe losses to sugar beet growers.

It is too early to accurately determine the cost of harvesting beets when the machines are completely developed, but figures available at the present time indicate that they may be half the cost of hand labor. They will undoubtedly be low enough to completely eliminate the need for hand topping in areas where mechanized equipment can be used.

Great reductions have been made in the time required to harvest corn for silage. In the days when the corn binder was used on the Colorado A and M farm, a crew of 12 men and 4 trucks for 13½ crew hours, or 160 man hours, were required to cut, chop, and place 8 acres of corn in an upright silo. An improvement which eliminated the need for 4 loaders in the field was made by building an elevator which elevated bundles of corn directly from the binder onto a truck. The introduction of a field chopper greatly reduced the man hours required to do this job. Only 3 trucks instead of 4 are required, and 7 men instead of 12, and the crew time is reduced to 10 hours. The adoption of this new equipment reduced man hours from 160 to 70 hours. An additional saving arises from the fact that the cost of twine is eliminated when field choppers are used.

9/See footnote p. 7.

11/Observations made by the writer.

The manufacture of combine choppers, that is, a machine that can be used for cutting and chopping corn or for picking up hay out of the windrow and chopping it, promises to greatly reduce the time of harvesting both hay and corn. A large number of these machines are now in use in the Fort Collins area. Over 100 are now on order with Fort Collins equipment dealers for delivery as soon as they are available.

Methods of harvesting hay are undergoing some very important changes. Farmers are very much interested in the number of hours of farm labor required to harvest a ton of hay. They are also concerned with the form in which the hay is harvested, particularly insofar as the method of harvesting affects the time, effort, and cost involved in feeding.

A study of methods of harvesting alfalfa hay in the irrigated sections of northern Colorado was started last June by Harry Sitler of the B.A.E. and myself representing the Colorado A and M College. The analysis of data is not complete but some very interesting facts concerning labor requirements are now available. Most of the mowing is done by tractor mowers with an average of 0.42 man hour per acre.

The job of curing hay which consisted of raking and turning operations for hay to be stacked required an average of 0.6 of an hour per ton.

The job of getting the hay from the windrow or bunch into the stack was accomplished by three different methods.

With the use of tractor buck rakes to bring hay to the stack yards and overshot tractors to raise it on to the stack, the average time required to store a ton of hay was 1.94 man hours per ton. The total harvesting time averaged 2.97 man hours per ton.

A second method, same as the first but using stripped-down autos and trucks to power the buck rakes, was only slightly faster.

A third method which is very promising so far as labor saving is concerned required only one machine - a stacker buck rake, to bring the hay to the yard and place it on the stack. The need for the overshot stacker, the truck or tractor to power it, and the driver was eliminated. Storing time was 1.26 man hours per ton compared to 1.94 man hours for the tractor buck rake method.

Some farmers speeded up the over-all crew time required to store hay by this method by using an auto or tractor buck rake to bring most of the hay in near to the stack yard where it was placed on the stack by the stacker buck rake. This equipment has the desirable feature that hay may be placed at any desired point on 3 or 4 sides of the stack. It can also be used for loading manure, bucking grain bundles for threshing and many other farm jobs.

As already mentioned a great many Colorado farmers are very much interested in field pickup choppers for harvesting alfalfa hay. These choppers not only save harvesting labor but put the hay in chopped form which growers believe is highly desirable from a feeding point of view.

Harvesting hay with a pickup chopper required the fewest man hours per ton of any method studied. This method averaged 2.2 man hours per ton compared with approximately 2.3 hours for the stacker buck which was the fastest method of putting hay in the stack. However, the stacked hay absorbs still more labor if it is to be put through a stationary chopper or grinder.

Two brothers living near Windsor have reduced to the minimum labor requirements for chopping hay from the windrow and piling it at the feedlots. Only two men make up the crew. One man operates the chopper to which is attached a rubber tired trailer to receive the chopped hay; the other man, using a pickup to pull the trailer, does the hauling and unloading which is quickly and simply done. A wire net is placed in the bottom of the trailer. Unloading is merely a matter of hooking cables on the netting to a fixed object and driving forward. The netting does the rest. When enough loads are on the ground to make it worth while a manure loader is used to pile it into the desired rick in a matter of a few minutes.

This procedure requires about 1 man hour per ton for storing in this manner as compared with 3 for putting loose hay up in the stack and later hauling it to the feed yard.

A few farmers took short cuts in storing and grinding alfalfa hay by bucking it directly to a stationary grinder instead of stacking it. Total man hours per ton were approximately the same as putting it in stack. Compared with grinding from the stack, grinding from buck rakes saved all the time required to pitch from the stack into the grinder.

FARM LABOR STUDIES IN INDIANA*

by

DR. LOWELL S. HARDIN

In cooperation with A. M. Nichter and the Emergency Farm Labor Program, the Purdue Agricultural Economics Department has in progress 7 surveys dealing with changes in farm labor conditions and labor utilization. This summary deals with items of interest to persons concerned with the farm labor program.

Survey 1. Changes in farm labor utilization in a good central Indiana area.

Agricultural Changes in Forest Township, Clinton County, Indiana, 1910-1945. (Based upon a survey of 100 farms in each period).

Item	Pre-War I period 1910,1913-15	War I period 1916-17	Depression year 1932	War II year 1945
Total acres per farm	116	130	146	174
Total capital per farm	$24,038	$29,543	$12,255	$41,989
Total receipts per farm	2,177	3,837	1,512	10,193
Total expenses per farm	770	1,303	1,019	4,628
Average farm income	1,407	2,534	493	5,565
Months man labor per farm				
Hired	4.1	4.4	3.0	2.8
Family	2.8	3.0	4.4	4.9
Total (operator 12 mos.)	18.9	19.4	19.4	19.7
Man equivalent	1.57	1.62	1.62	1.65
Labor as % of total expense	27%	24%	18%	19%
Machinery investment	$366(1.5%)	$444(1.5%)	$401(3%)	$3,281(8%)
Auto, tractor, truck expense (%)	1%	1%	10%	9%
Hired machine work (%)	7%	6%	5%	4%
Work animals per 100 acres	3.9	3.6	2.4	0.4
Farms with tractors	0	7	49	93
Crop acres per man	67	87	78	89
Productive animal units per man	13	15	19	21

Summary: For more effective labor utilization, what are the needs of these farmers?

a) Complete the mechanization process; improve use of equipment, In 1945:

% of corn harvested by mechanical pickers	98%
% of small grain harvested by combine	92%
% of hay harvested with baler	47%
% " " " " buckrake	28%
% " " " " field chopper	9%
% " " " " hay-loader	11%

b) Improve labor efficiency with livestock. 55% of work was with livestock in 1945. Crop acres per man increased 25% in last 15 years; animals per man changed little. This is partly a building problem.

c) Continue to carry ideas, practices, and methods from the more efficient to the less efficient. Low third had livestock efficiency of 56 and 158 work units per man; high third had livestock efficiency of 146 and 334 work units per man.

*Dr. L. S. Hardin, Assistant Professor, Department of Agricultural Economics, Purdue University, West Lafayette, Indiana, presented at the Regional Farm Labor Conference, Chicago, Illinois, January 21, 1947.

Survey 2. Characteristics of the farm labor force in 3 Indiana Counties. (This summary based upon 78 farms in one county).

Characteristics of operators (78)	
Age of owners	52
Age of part owners	46
Age of tenants	40
Education ave.	3 yrs. H.S.
Wife's educ. ave.	4 yrs. H.S.
Farm experience	34 yrs.
Management decisions made by	
Operator	70%
Wife	10%
Others	20%

Characteristics of laborers (77)	
Experience, average	17 yrs.
Education, average	1 yr. H.S.
How paid:	
Straight wages	45%
Wages + share	25%
Other	30%
% owning autos	56%
% owning livestock	56%
% with written agreement	5%
% desiring " "	45%
Days vacation per year	8

Summary: Among regular farm laborers (not seasonal) 2/3 aspire to become farm operators. Some form of satisfactory incentive wage(share, bonus, etc.) may be increasingly important to both the laborer and farmer. Trends appear to be two: (1) toward greater use of incentives; (2) toward hiring more labor as custom or job workers.

Survey 3. Movement, Utilization, and Housing of migrant agricultural workers in Indiana in 1946.

a) Make-up of group:

Workers (95% family units).	4583
Non-workers	850
Total number	5333

228 work groups of 1 to 810 (ave.20)

b) Home state:

Texas	69%
Arkansas	19%
Missouri	6.5%
Kentucky	2%
Tennessee	2.5%

c) Age:

Men over 18	34%
Women over 18	20%
Youth 14-18	31%
Children under 14	15%

d) Housing

On farms	46%
Canning Co. Camps	51%

e) Travel route:

Home to Ind. to home	86%
Home-Mich.-Ind.-Home	7%
Home-Mich.-Ind.-Mich.-Home	2%

f) Conveyance:

Auto	29%
Truck	69%
Public carrier	2%

g) Years Experience In Ind.:

1st year in Ind.	37%
2nd year in Ind.	7%
3rd year in Ind.	11%
4th year or more	45%

h) Period of work in Ind.:

More than 10 wks.	42%
10 wks.	2
9 "	13
8 "	27
7 "	3%
6 "	6%
5 "	5%

Survey 4. Influence of Buildings, Equipment, and Work Methods on Effectiveness of Labor Utilization with Livestock. Based on 40 farms in 3 South Central Indiana Counties, 1945).

Variations and Averages for Various Factors on Farms Surveyed

Item	Range	Average
No. men per farm	1.1 - 4.2	2.09
Total labor cost (operators @ $1500 per yr.)	$1600 - $6366	$2825
Total work units	223 - 1950	520
Work units per man	102 - 470	256
Labor cost per crop acre	$3.67 - $17.27	$7.01
Labor expense per work unit	$3.03 - 13.40	$5.80
% of work on livestock	44 - 78	62
Hogs:		
Hrs. labor per hog raised	0.95 - 15.52	5.59
" " " cwt. pork	0.24 - 4.22	2.4
Labor as % of total expense	2 - 23	11
Labor expense per cwt. pork	0.24 - 5.00	1.50
No. hogs raised per farm	41 - 710	216
Minutes per sow per day	1.8 - 23	9.6
" " pig " "	0.2 - 2.8	0.9
Dairy:		
Dairy cows per farm	1 - 47	8.6
Hrs. labor per cow per year	45 - 273	139
Labor cost per cwt. milk sold	$0.40 - $4.05	2.11
Labor as % of total cost	11 - 46	27
Minutes per cow per day	7 - 58	23
Percent of the farms hand milking		76
Beef cattle:		
No beef cows	2 - 32	10.1
Hrs. labor per cow/yr.	5.7 - 14.9	5.1
Feeder cattle per farm having	10 - 38	24
Hrs. labor per feeder/yr	5.5 - 47	17.5
Sheep:		
No. ewes per farm	10 - 93	36.7
Hrs. labor per ewe/yr.	2.8 - 30.1	10
Poultry:		
Hens per farm	35 - 400	133
Hrs. labor per hen/yr.	1.2 - 12.5	4.6

Percentage Distribution of Costs

Item	Hogs	Dairy
Feed	76	46
Bedding	1	4
Bldg.,equ't.	2	6
Interest	3	4
Labor	11	27
Overhead	1	2
Other	6	11
Total	100	100

Seasonal Distribution of Labor on Hogs in Percent of Total

Season	Percent
Spring farrowing, suckling	23
Summer feeding	18
Summer sow gestation	8
Fall farrowing, suckling	16
Winter feeding	25
Winter sow gestation	10
Total	100

Summary: Opportunities for increasing the effectiveness of livestock labor utilization are infinite. Even the more efficient farmers studied can improve materially. We hope to define the reasons for some of the above variations. They center about buildings, equipment, chore methods, production systems, and production practices. Subject matter (or commodity) extension specialists are probably the best persons to help farmers in this important area of teaching.

Survey 5. Variations in Labor requirements and returns on various crops in Northern Indiana, 1946. Survey 6 is a similar study in the same area for different classes of livestock. Number of records obtained:

Crops	
Corn	100
Oats	100
Wheat	90
Clover	80
Alfalfa	65
Soybeans	35
Total	470

Livestock	
Dairy	100
Hogs	85
Poultry	75
Sheep	12
Beef cattle	8
Total	280

Survey 7. Relationship of labor efficiency to farm earnings in Indiana, 1945.

Summary:

1. Size of business is so important in periods of highly favorable prices that the importance of labor efficiency is easily obscured.
2. Size remains the most important factor in obtaining effective labor utilization on individual farms. Time is money only if it can be used for productive work.
3. To fully and accurately measure the importance of labor efficiency, a better measure of efficiency is needed. (The commonly used measure, productive man work units per man is not satisfactory. A new measure, unit of output, has been developed and is being tested).
4. Labor income is not a totally satisfactory measuring stick for testing the merits of effective labor utilization. Returns per hour of labor is superior. For extension demonstration of the need for more effective use of labor, inputs (hours of labor), output (quantity and value of products), and net earnings (real wages or returns per hour of labor) probably should be more carefully defined.

REDUCING THE NEED FOR LABOR BY MECHANIZATION AND BETTER WORK METHODS

by

Dr. R. M. Carter*

While our farm labor utilization people in Vermont have done a fine job during the war years in securing the help of city boys and girls, and of some foreign workers, for our farms, migratory labor, as we usually think of it, has not been as much of a problem in our State as it has been in other sections, as previous speakers on this program have indicated. We have quite as great an incentive, however, for reducing the need for labor as have the rest of the States, since wages paid per month for hired help have risen 315 percent above the prewar level, and these same men are now working, on the average, 2 hours per day less than are the farm owners.

The pressure which is being applied to our farmers all over the Nation as a result of changing economic and social conditions, the demand which is being made for more and more money for less and less work, may be increased materially in the next few years if the current trend toward lower prices for farm commodities continues. Many of us who are particularly interested in helping farmers with their labor problems see only one happy solution to this matter: an increase in the productivity per man hour for all farm workers.

I regret that I lack an intimate acquaintance with many agricultural operations. My own experience as a research man has been limited to working with farmers on their problems in the harvesting of hay and in the chores about the dairy barn. The examples I shall use to illustrate my points in this discussion are drawn from these studies, and may not hold in other parts of the United States.

I think there are two satisfactory ways of reducing the need for labor on our farms.

One of these methods of obtaining greater production per worker is by increased mechanization of the farm. This method of approaching the problem has been applied in industrial organizations in all parts of the country with great success, and it is currently thought of as the farmer's great opportunity to emancipate himself from a great deal of drudgery.

"Mechanization," according to Webster, "is the replacing of personnel with machinery wherever possible." It involves the use of machinery, of tools. There are three possible groupings of such tools. There are tools of an elementary type, hand tools, whose efficiency of operation is conditioned in every way by the abilities of the workmen using them. These include hoes, shovels, brooms, wheelbarrows, pitchforks, etc. They are scarcely even mentioned

---

*Presented by Dr. R. M. Carter, Rural Sociologist, University of Vermont, Burlington, Vermont, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, at Atlantic City, N. J., January 29, 1947.

in the same breath with that magic word, mechanization, but should never be ignored. They are used far more hours per year on our dairy farms than are other forms of machinery. They satisfy our definition in that they permit one man with tools to accomplish as much as could several men utilizing their bare hands. Within limits, our farmers should provide themselves with all indicated elementary tools. They are relatively cheap, and should be kept in first-class condition. Duplication of these tools is often an economy. One dairyman, for example, provided four hoes for use in his barn. These four hoes, used to remove manure dropped on the platform during milking, when properly distributed, saved him approximately 300 feet of travel twice each day. In another case a simple tool, a second milk strainer, was added to milk-room equipment. Saving in straining time by this single change cut over-all time by 16 minutes per day, because faster handling of the milking machines became possible.

There is a second grouping of tools which I shall term semi-automatic. Tools in this group are power driven. The milking machine and the semi-automatic hay baler are two examples. The proper operating speed of these machines is fixed within certain limits. The operator cannot hurry the machine, but unless the operator keeps up with the machine, the efficiency of such machines is often seriously curtailed. To draw examples from research done in Vermont, less than 15 percent of the milking-machine operators in our State in 1942 were able to keep up with machines. Aside from the economic loss involved on 85 percent of our farms by failure of operators to "make the grade," there were also serious losses due to reduction in production, udder injury, and milk quality. For another of our semi-automatic machines, the 3-man hay baler, our records showed that last year about 5 out of every seven machines were held back through the inability of the men handling them to keep up with the machinery. Mechanization which involves semi-automatic machinery brings with it problems of worker training, and of a special type of coordination between workman and machine which were not acute in the case of elementary tools.

Fully automatic machines are not limited by the human factor to any appreciable degree. The barn stable-cleaner, for example, which involves the pressing of a button to remove manure from the gutter to manure pile or pit, works at the speed predetermined by the manufacturer. The same condition is true as regards such field machines as the 1-man, or fully automatic, hay baler. Here, since ties are made by mechanical fingers, operator skill and training do not enter into the picture. When smaller bales are desired, the knots are made at more frequent intervals. There is no rider in danger of getting thrown off when the going gets rough. Mechanical fingers are prepositioned. As long as fully automatic machines are properly adjusted, an understanding of the correct method of operating these machines is not needed.

These statements concerning the way in which mechanization is solving farm problems cannot go unqualified. If we are to suggest mechanization as one method of reducing the farmer's need for labor, we must give out certain warnings, or danger signals concerning mechanization which involves the use of semi-automatic and fully automatic tools.

The first of these cautions, pointed up by our Vermont haying studies, is that to be successful semi- and fully-automatic tools must be used together in efficient combinations. The field hay chopper, for example, requires the concurrent use of other equally modern equipment items, as large, high-sided trucks or trailers, preferably equipped with automatic unloading devices, large capacity blowers, and ample power. The farmer who wants to bale hay efficiently cannot afford to pick bales off the field by hand and lift them onto high platform hayracks, draw them to the barn by horses, and finally lift them off the rack by hand into the haymow where they are carried into place and piled. Indeed, he needs high speed trucks of large capacity, bale loaders or trailers, unloading devices at the barn, and conveyors within the loft itself.

Another caution is in the matter of repairs. Servicing of mechanical equipment is of prime importance. Lack of a small part, which may take but 5 minutes to replace in a machine, held up haying operations on one farm for 4 days. The owner had to travel 540 miles in his car to secure the unit from a dealer in Massachusetts. A bale elevator broke down on one farm where I was checking operating time, and a crew of four men stood idle for 8 minutes while the fifth man repaired a broken link in the drive chain. Total loss of time: three-quarters of an hour.

The amount and type of help available is also related to the part played by mechanization in reducing the need for labor. The milking machine is an example of a semi-automatic tool whose introduction almost invariably increases output per hour. But as previously pointed out, labor of improper quality can definitely limit the effectiveness of this tool.

There is a physical barrier on some farms which may make mechanization unwise. We should be careful about recommending some types of farm machinery for field operation in certain areas. One of the most efficient hay harvesting devices studied in Vermont was the field chopper. It has a splendid operating record on our stone-free clay areas. One farmer in a rocky section, however, introduced a field chopper into his operations, and ruined a $1,400 unit in a very few minutes. He finished haying with the old-fashioned loader, and 2 years later the automatic machine was still standing, unused, in a corner of his shed. There is another type of physical barrier on some farms which might also be mentioned, as introduction of more equipment than the existing labor force can handle. I know of several instances where there are three separate tractors on 3-man farms. One farmer who milks alone trys to use four milker pails. Men seeking relief from their labor problems sometimes advance too rapidly or too far into a mechanization program.

Some farmers are only concerned with speed in getting their work done, and are not particularly interested in the number of workers needed at a given time. Farmers in Vermont who use the loose hay loader hitched behind a hay rack, for example, had haying crews of about three workers per farm. Farmers who use hay balers usually utilized at least seven men at one time. The most efficient individual we found in our haying study that handled baled hay had 10 men working all the time: the operator of the fully automatic baler, six men operating two trucks which shuttled back and forth between field and barn hauling and unloading hay, two men who were kept busy in the haymow placing the bales, and yet another

man who kept hay mowed and raked ahead of the baling crew. On the other hand, many farmers feel they must get their work done with the regular farm help. An entirely different meaning must be given to mechanization when dealing with farmers who have this second problem.

I cannot leave the subject of the relation of mechanization to type of worker without some comment concerning individual capabilities. I feel that many of the boys and young men working on farms as operators and hired hands enjoy working with power equipment. But power equipment often establishes a speed for workmen as well as a draft on their energy which is in excess of that needed when simpler horse or hand-operated tools are used. Studies show that the number of women and children employed in the hay harvesting crew declines as mechanization increases. While there are exceptions we can all call to mind, women, children, and old men have little or no place in field operations of the magnitude of fully mechanized hay harvest. Our problem of supplying help for farm operators under mechanized conditions, while simplified in some degree by a greater willingness of young men to work with power equipment, is complicated by need for more workers per farm for jobs of limited duration. Many of the more mature farm workers, moreover, have become aware of the sometimes killing pace set for them by power machinery, and are less easily attracted to farms using automatic machinery after one or two seasons. As one farm laborer said to me, "This hay field probably looks pretty nice to the boss sitting out there in his big car watching us poor devils at work. This is the last time I'm going to hay. I get home every night so tired I can't see, and get up each morning with every bone aching. He's paying us a dollar an hour, but it's back to my good old 70 cents, come Saturday."

The operation of power machinery is frequently accompanied by accidents. Inexperienced or immature operators frequently encounter trouble. In the past 2 years we have had between 7 and 10 tractors capsize while driven by women or children. One man lost an arm in a hay baler. Less serious are the economic losses sustained by some farmers through equipment breakdowns. One farmer hired a school boy at 75 cents a day to drive a tractor hauling a hay baler costing over $2,000. The boy became rattled, reversed the tractor, and smashed equipment to the tune of $375, plus a delay of 2 weeks. If farmers are to mechanize, we must recognize a responsibility of bringing to their attention the need for well-trained and physically able operators.

Finally, we must consider mechanization, if it is to be recommended to farmers, in terms of its effect upon good farm management practice. Some machinery is used a great many days each year on the home farm, and never for custom work. Other farm machines are needed but a few days each year on the home farm, but can be employed for additional periods in helping other farmers. Farmers buying the first type of equipment, as the milking machine, will probably use it 730 times each year, with an investment of $350-400. Savings resulting from mechanical as compared with hand milking, on a 20-cow herd, would come to at least 700 hours per year. Such an investment, figuring labor at 50 cents per hour, would pay off in one year. Suppose this same 20-cow farmer installs an automatic gutter cleaner for removing manure. The investment for this item would be between $850 and $1,200. It would do the work in from 7 to 10 minutes per day, as compared with about 12 to 20 minutes by a man with a wheelbarrow. This saving of about 10 minutes per day, or 60 hours per year, would apparently save about $30 per year, but we must not neglect interest, repairs, depreciation, etc., inconsiderable charges for the worker

with wheelbarrow and shovel, but of major importance for the owner of the automatic gutter cleaner. Even without these expenses, however, it would take 33 years to recover the original cost. These economic costs, these permanent charges which may be saddled upon a farmer seeking to reduce his labor requirements by purchase of machinery, should be pointed up to him by extension workers seeking to help him with his problems.

Recommendation of use of farm machinery to farmers as partial solution to the labor problem is a glamourous one. The machines themselves, while reproductions of them do not exactly make pin-up pictures, have similar attributes. They have color, they have size, they have "lines," and they are definitely expensive. The farmer who mechanizes his farm gains status in the eyes of his neighbors. Possibly his sons will resist the lure of the city, and stay home to operate these fascinating tools. The owner of semi-automatic and automatic farm machines will probably get his work done ahead of farmers who use more elementary tools.

The second proposal which I have for reducing the need for labor lacks most of these attractions, and will often give rise to objections from farmers to whom it is recommended. Men do not like to be told that they need to improve their work methods, and most of them feel, rightly, that they know more about their own problems than does a stranger. Never the less, only from 12 to 20 percent of our farmers get fairly satisfactory results with hay harvesting tools; between 80 and 90 percent of our farmers might increase their efficiency from 30 to 70 percent without spending a dollar or adding a single piece of new equipment if they understood the better ways of doing a job.

Four types of information are needed by farmers who seek to reduce labor requirements by applying better work methods on their home farms. The efficient farmer must understand, first, the use of the body to do work with least consumption of energy; second, the essentials of a good boss; third, the relationship between type of tools and equipment to be used and the size of crew to be employed; and fourth, the better way of manipulating the tools available for use on the job.

A good start has been made toward the education of workers concerning proper body control. Several States have produced publications along this line which workers on the farm labor program have used to good advantage. The same holds true for labor management. The various training programs sponsored by the farm labor program contribute toward this end.

Our experiences in Vermont as related to crew size appear to be borne out by experiences reported in other States. Especially in barn chore work, the fewer individuals working together at a single job, the lower the time requirement. In milking, for example, repeated experiments show that one man working alone can milk the same number of cows in less than twice the time required by two workers. When three men work together at the milking job, there is actually no increase in output, and sometimes an actual loss is found, as compared with the output of two men, each working by himself. While we have had no opportunity for controlled experiments at the hay harvest, our studies

show that, with given equipment, efficiency decreases when more than the minimum number of workers are employed at a single job. We have actually found that hay is loaded by hand at a lower time cost per ton when one man worked alone in the field, than when two men worked together. One man alone pitched on, drove, and loaded a ton of hay in 47 minutes; the most efficient 2-man competitive crew required 63 minutes. In one Vermont dairy barn two men together milked 26 cows in 1.2 man-hours. After discharging his helper, this same farmer was able to do an identical job in .9 hours. One lesson which might be learned from these experiences, is that there are dangers some farmers will encounter in reducing labor costs, if they actually do obtain the extra help which many of them now feel they require.

It is in the fourth consideration, that of bringing to the attention of farmers the importance of knowing how to make better use of the facilities on hand that we have gone farthest in Vermont, although our efforts have been limited to work with farmers in their dairy barns. The lines of self-help followed by farmers interested in getting a greater amount of work done on time during a period when it was impossible to increase the work force in number.

1. Examination of the working area.

2. Discovery of the accomplishment of other farmers working under similar conditions.

3. General improvement in regularity and in timeliness.

4. Inspection and reconditioning of tools used.

5. Development of improved work routines.

6. Rearrangement of stable.

The farmer who starts out on a methods improvement program by cleaning house can seldom go wrong. When he goes into his barn, his milk factory, and starts cleaning house, he usually surprises himself. The amount of rubbish which will be piled up by the farmer who removes every item that has not been used within the last 30 days, is an impressive one. It is a mighty good start, since clutter of any kind reduces efficiency. Don't hope to get it all. The most efficient farmer I ever knew refused to move a milk scale which he hadn't used for 5 years. He said he had to keep something useless around in order to feel at home.

During the process of cleaning up, the farmer will usually learn considerable about the achievements of other farmers. If a milk stool is discarded, it is probably because it comes to mind that a neighbor gets along at the stripping job without sitting down permanently. Much of the material which the farmer has read in farm journals which relates to the subject will be recalled. If we work with a farmer in our State, we try to supply him with station publications which give survey results, as of time

spent by other farmers at various barn chore jobs, and encourage their study. I remember I once loaned an interested farmer a very technical bulletin related to milking, which I had obtained from another State. When he returned it to me, he remarked that there was a whole lot in it that he didn't understand, but that it certainly looked as though some other people spent a lot less time milking than he did. I didn't say anything more, as that was about all that I had gotten out of it. Apparently we both got the point of the article.

The lesson of regularity and timeliness is a hard one for farmers to learn. It is probably of utmost importance in crop production, but even in other fields if you can show farmers that it pays dividends they will pick it up. Most good dairymen have developed regular habits in connection with their herd work, and the less efficient may be encouraged to emulate these better farmers. I once got a farmer interested in the matter of "timeliness," by demonstrating to him the improved condition of teat-cup inflations which had undergone a rest period of a week immersed in lye solution. This farmer, from that time on, kept two sets of rubber inflations on hand, and the extra set provided replacements without delay when the working set developed leakages. Previously, this farmer used defective liners for one or more milkings, until a trip to the city could be arranged. Timeliness in this case resulted in equipment capable of doing a good milking job at all times.

Timeliness, of course, is related to the keeping of equipment in good condition. The "forehanded" farmer will have repair parts on hand before they are needed. Drive belts will be kept tight. I once visited a farmer who had 22 out of his 24 steel cow stanchions defective at one or more points. One night a cow broke loose, got into the milk room, and upset $11.40 worth of milk. The next day, without any argument, we went down the stanchion line, removing the baling wire, rope, chain, and other foreign contrivances. The total time required to replace lost bolts and nuts, to straighten bent tubing, etc., for the 22 stanchions, was something over 3 hours for the two of us. Savings which were made daily in tying and unloosening this herd as a result of the reconditioning came to about 5 minutes a day. It took quite a time to get caught up from several years of laxness, but the loss of three cans of milk was probably a cheap price to pay for the lesson this farmer learned.

You probably feel by now that labor efficiency as we see it in Vermont is not scientific; that it is only the application of good common sense. I heartily agree with this second criticism, and am rather proud of it. If our recommendations were not sensible, no matter how scientific, farmers would not take them up. I feel, however, that they are also scientific.

The analysis of one's own work pattern is very difficult for many farmers. In Vermont we have studied carefully one very important barn job, milking, and have formulated a fairly good work routine for that job. This is presented in an extension circular. We find that if definite, step-by-step rules can be given a man for something important to him, something in which he is interested, rules which can be depended upon to attain almost guaranteeable results when carefully followed, a great step has been taken along the way toward a complete adoption of better work methods. A farmer who takes up the advised milking program can milk his herd at the rate of

24 cows per man hour. Some do much better than this. The first farmer I ever worked with on this problem was originally leaving the milker on his cows for an average of 8½ minutes. This was about 2 minutes longer than the Vermont average at that time of 6½ minutes. When he adopted the standard procedure, his average time fell to 4 minutes per cow, and the total time saving was enormous.

Another farmer we worked with was spending about 4 minutes per cow at the onset. This farmer eventually whittled the time down to 2½ minutes. In each case, however, the important thing is the confidence gained by the farmer in the results which can be obtained through better knowledge of how to perform some of the old, established jobs.

Farmers will perform some experiments themselves. For example, they have discovered that, for individual workers, differences are small. Two strange men, using identical tools on alternate days, in the same barn and for the same herd, removed the manure in 22.51 minutes and 22.53 minutes, respectively. Yet to watch these workmen, as I did, you would have sworn that one was much slower than the other.

In another case a farmer discovered that if he swept his barn by making a circuit down the left-hand side and back on the right it took him 1½ minutes longer than when he reversed the circuit. A small saving per day, it is true, but it is certainly important that farmers are beginning to investigate and discover these facts, which nearly amount to scientific laws. And at the same time they are piling up, minute by minute, savings which amount to hours per week, and days per year. Once a farmer begins to think about his common, everyday jobs, once he begins to question established procedure, the many economies which are possible by shortened travel routes, the removal of disturbing conditions, orderly work habits, and integration of related jobs, become evident.

I have said nothing as yet concerning barn rearrangement. This is the subject of most interest to farmers, but the last one which should be investigated by them. Until a farmer has shown his ability to follow improved work routines, he is in no position to remodel his stable. Until a farmer has come to recognize the interrelationship of all chore jobs, he is not competent to pass upon desirable modifications of the existing pattern. In general, farmers can make major savings through the adoption of better work routines. If they can do this, further minor savings can usually be made by changes in the existing barn itself. We know improved work routines reduce the need for labor. Improved stable rearrangement will mean little to the farmer who fails to recognize the benefits he can derive from improved work patterns. It is not a matter of money, either, although that is a factor. One friend of mine remodeled his barn unwisely, spent over $3,000, and had to hire an extra man to do the work in the new, highly inefficient structure. Another farmer, with a structure originally far worse, spent less than $50 and made savings which can conservatively be estimated as ½ hour a day.

Changes in barn arrangement, once made, must be lived with for a long time. Even if estimated savings come to ½ hour a day, that much time, at 50 cents an hour, amounts to less than $100 a year, and economically could

justify changes of less than $1000. So we encourage our farmers to consider all other methods of reducing labor before making any changes in their barn, that they consider changes from all angles before proceeding, and that where possible the changes be made very slowly and with the minimum of cash expenditure. Despite the current labor shortage, the reduction of a few minutes per day in the time used in chore jobs may not be worth the price which must be paid in high fixed charges during the years ahead.

In conclusion, I feel we have learned a few lessons from our labor studies in Vermont which may have general application. In the search for ways of reducing the need for labor on the farm, there are at least two broad avenues we may follow, as well as many narrower corridors.

The first of these, called mechanization of our farms, is not without its obstacles and pittfalls, since unquestioning acceptance of it may lead us into greater labor difficulties, introduce unsolvable mechanical problems, or complicate our financial structure. Under some conditions, farm help may resent the introduction of high-pressure machines. The large crews and short duration of the job on individual farms may appear as obstacles to be overcome. Not all farms, moreover, are adapted to mechanization, because of restricted size, topography, or other factors. Yet again, capital investment must be watched carefully, to avoid creation of a fixed expense burden which might overwhelm the farm operator should we enter a period of depression.

The second avenue along which we may seek relief, is through better work methods. If we follow this trail we have a job of worker-education ahead of us of a magnitude difficult to even imagine. Properly stimulated, however, many farm workers will do much of the work themselves, through self-education of the experimental and investigative type, as indicated in some of the examples I quoted earlier. Better work methods almost invariably result in reduction in the need for labor, require little or no additional investment, and seldom complicate the labor picture.

A farmer can reduce his need for labor, according to our Vermont studies, either by increased mechanization or by improved work methods. Both ways of attaining the same end should be weighed carefully by men interested in the farm labor program, and recommendations made after giving some account to individual situations. The knowledge which you have, this more complete understanding of the labor problem, is both an opportunity and an obligation. Farm people will welcome your advice, but any advice you may give them along these lines should be very carefully considered.

POSSIBILITIES IN THE FIELD OF LABOR MANAGEMENT

by

L. M. Vaughan and C. Herman Welch, Jr.*

The field of labor management is one that interests all of us—because no matter what part we have in the total farm labor program, we all want to see improvement made in what a worker accomplishes and in the satisfaction and values that both farmers and workers get out of the performance of work.

Those who have already spoken on this program have laid the ground work for what I have to say. All of you in the programs you have been conducting in your respective States have contributed directly or indirectly to the points I want to make.

The desire to make better use of our time and energy has been growing on us during this period of labor shortage. Our concept of what needs to be done has become clearer and our shortcomings in handling the situations have become more obvious. This change in our feelings and our thinking (meaning farmers, workers, and ourselves) is the most important asset we now have with which to face the problems that lie ahead.

I would like to make my remarks as practical as possible. At the same time I want you to consider them against a framework that may seem rather academic to some of you. For I feel that we should approach labor management just as scientifically as we have other farm problems.

There would seem to be no need to search out the basic principles that affect the performance of work. They have been known for many years. For example, if we take a leaf from the textbook it would read about as follows. The amount of output which a properly qualified worker can produce on a given job depends primarily upon four things:

1. The method which he uses; i.e., the way the work is done – the use of his hands and body – the arrangement of what he uses – the kind of equipment he uses.

2. His skill in using the method; i.e., his proficiency at following a given method – largely a matter of natural ability but influenced by experience or practice.

3. The effort which he exerts; i.e., his will to work – influenced by his physical condition – how he feels – interest in his work – mental attitude.

---

*Presented by Dr. L. M. Vaughan, Chief, Labor Utilization Division, Extension Farm Labor Program, U. S. Department of Agriculture, Washington, D. C., to the Regional Farm Labor Conference at Salt Lake City, Utah, January 16, 1947, and at Chicago, Illinois, January 21, 1947, and by C. Herman Welch, Jr., Labor Utilization Division, to the Regional Farm Labor Conference at Atlantic City, N.J., January 29, 1947.

4. The conditions under which he works; i.e., his surroundings - light (where it is important) - heat (varies from day to day - during the day - between areas) - ventilation (if it is inside work) - and other similar environmental factors.

Let's keep these four things in mind as we go along—METHOD - SKILL - EFFORT - CONDITIONS—for our progress in developing the field of labor management will depend on how well we are able to make these things mean something to farmers and to hired workers. We must have specific illustrations from farm jobs as to the savings that may come from efficient work methods. We must be able to visualize to farm workers the difference between method and skill. We must find out what are effective work incentives and how they can be used. We must observe more closely the effect of various environmental conditions on the performance of work.

In recent years we have been developing illustrations on the importance of efficient work methods. Here are a few samples. E. J. Nesius, of Kentucky, said at a recent conference in Knoxville that they have not tackled a single job or operation in connection with tobacco production on which they could not make a saving of about one-third by the new method over the one in common use. S. A. Engene, of Minnesota, as a result of his dairy studies, reports that it is probable that 15 to 25 percent of the working time spent on farms represents waste effort that could be eliminated, or in other words, that is what he has been able to save farmers by simple changes in their work methods. J. E. Paschal, of Colorado, finds that a new method of cutting seed potatoes enables the average farm worker to cut 25 percent more seed potatoes in a day, and do it more easily.

These are savings that can be made, as a result of changes in method only. It does not mean, however, that they will be made, nor does it mean that any individual can make these savings by following certain methods. The skill and effort that go along with method must also be considered.

C. H. Zuroske, in his detailed time and motion studies of apple pickers in the State of Washington, was somewhat disappointed when his results didn't show clearly any particular advantage of one method over another. The variations in apples picked per worker were there, but method didn't seem to explain it. The group who picked the most in a day did everything else more efficiently also. So he turned to making improvements in the size and weight of containers, the weight and construction of ladders, coordination of work crews, and easier ways of getting the apples moved to storage, all of which seemed to have more to offer in savings than did picking methods. Apparently what Mr. Zuroske had run into was the influence of native ability and the will to work on what a worker can accomplish, or in other words, skill and effort. If a certain group of workers felt well and wanted to do a good day's work, and had the natural ability to move quickly, it didn't seem to matter whether they used one or two hands, or picked one or more apples at a time. Or at least skill and effort were so dominant as to cover up the results from method.

We have other cases, however, where the relationship between method and skill is clearer and where gains from new methods are quite striking. An experiment with three workers in Kentucky runs as follows. Worker "A" had never pulled tobacco plants before. He was given one-half day of instruction and practice in the new method. That afternoon he pulled 1,560 plants an hour.

Worker "B" was an experienced puller who averaged, by using his own method, 970 plants an hour. He was given one-half day of instruction and practice in the new method. Mr. "B" then pulled 1,550 plants an hour.

Worker "C" was an above-average puller with an output by his own method of 1,660 plants an hour. After instruction and a short practice period in the improved method Mr. "C" pulled over 2,500 plants an hour.

This shows an increase of 50 to 60 percent resulting from a change in method by both Mr. "B" and Mr. "C". The difference between Mr. "C" and Messrs. "A" and "B" when all were using the same method may be attributed to the greater skill of Mr. "C", which he did not lose by changing his method.

Whenyou try under actual working conditions, however, to increase the output of a group of workers you often find that the skill which has already been developed in using a certain method is a factor which retards the adoption of a new method by the experienced worker.

A factory test of tomato peelers was made in Indiana. One group of peelers was taught the new method. A second group, paired against the first, and not taught the method, was held as a control. Peelers using the new method were guaranteed the difference between their daily production and the production of the person with whom they were paired in the control group. In training a group of inexperienced workers, the increase in output over those not given special training was 22 percent. However, the trials with experienced workers showed no significant increase during the 8-week peeling season. Apparently the habit pattern of experienced peelers could not be replaced in a short period of time.

This is an instance where skill became a more important consideration to the worker than method. The reduction in output during the learning period often may reduce earnings to a point where it is more profitable to continue the old method on a job which lasts for a relatively short time. As many of our seasonal jobs are of short duration, this becomes an important factor for us to consider.

Well, so much for background. More illustrations could be given. The point I have tried to make is that labor management isn't an exact science. It deals with human beings and what works in one situation may not work in another. But we need to approach it scientifically and practically. Progress in this way may be slow but it will be sound and most helpful to farmers and workers in the long run.

I would like to summarize with an outline that has been prepared for discussion purposes. It considers some elements of a farm program in labor utilization from the standpoint of seasonal workers. A review of it at this time will raise questions that can be considered in our afternoon round table when we will go into the programs and activities of the various States (outline follows).

Some Elements of a Good Farm Program in Labor Management for Seasonal Workers

A. Organization of Work and Preparation for Workers.
   1. A plan for each day's work.
   2. Jobs to be done and workers needed.
   3. Duties for each member of the crew.
   4. Equipment in good working condition.
   5. Safe working conditions on the farm.
   6. Enough containers and other supplies.
   7. Drinking water and toilets in the field.

B. Supervision and Training of Workers.
   1. Leaders for contacts with workers.
   2. Work leaders who understand their job.
   3. Best use of each worker's ability.
   4. Size and coordination of crews.
   5. Instruction on the job in the best-known methods.
   6. Training materials as aids for instruction.

C. Farmer-Worker Relations.
   1. Clear understanding of job conditions.
   2. Method of pay to fit conditions.
   3. Work incentives.
   4. Appreciation for work done.
   5. Interest in the worker's welfare.

D. Living Conditions for Workers.
   1. Clean, comfortable, and adequate housing.
   2. Meals that fit the worker and the job.
   3. Acceptance in community activities.
   4. Schools, recreation, and shopping facilities.
   5. Hospital and medical care.
   6. Insurance protection.
   7. Transportation to and from work.

FARM WORK AS AN EDUCATIVE EXPERIENCE FOR URBAN YOUTH*

by

Dr. E. Allen Bateman

I appreciate the opportunity this morning to talk with you for a few minutes on a problem which is very near to my heart and one which I think is very fundamental in our educational program - the desirability of work experience in the education of our young people.

I think that educators and the public in general, from a very early time in America, have valued the place of work in the education of youth. In fact, many of our very early colonies passed laws requiring every parent to see that a child was trained in an occupation. That very emphasis on the value of work probably accounts for the abandonment of work experience in the regular school program. Because all children in our early national life were expected to work, it became necessary to do away with undesirable forms of child labor in order to get children into school. Many of our children were slaves to the god of labor. Social workers and educators, in general, in this country came to look upon child labor as undesirable. The relationship of education to work experience, therefore, has traditionally been on the negative side in the history of American education.

Another reason that educators have not given favorable consideration to this problem of an all around training of youth is that the time of school people has been consumed in handling the expanding school program. Educators have had to be concerned largely with the problem of housing and organizing, in some kind of fashion, the constantly increasing number of children enrolled in school, especially in the period of from 1890 up to and preceding the World War. It is only recently that we have had time to seriously consider the real values of work experience in the all around education of a child. We all now recognize, I think, that there is fundamentally no general factor of education more important than the habit to work. It has well been said that the ability to work steadily for eight hours is not a natural possession. It must be acquired. The type of life in which children were taught in the home the value of work is disappearing in America. In education we must now face the fundamental problem of teaching proper work habits. If we do not develop those habits in our youth, we will become a nation of idlers and our democracy will disintegrate.

Just recently in the State of Utah the State Board of Education authorized us to call together about ninety representatives of various state-wide organizations for the purpose of considering what kind of a job the people of the State expect the schools to be doing in this post-war period. We held the first meeting of this group last May. Six sub-committees of that group of lay people have been organized and these six sub-committees have completed their reports. A tentative statement of work experience was submitted to this group and has come out of committee. It must pass a two-thirds vote of the entire group in order to be finally adopted.

---

* Presented by Dr. E. Allen Bateman, Utah State Superintendent of Public Instruction, Salt Lake City, Utah, at the Regional Farm Labor Conference, Salt Lake City, Utah, January 17, 1947.

Work Experience

"During the period of secondary school age, a youth should have experience in working on a job for sufficient time to learn the essential conditions of effective, productive labor. This work experience may or may not be directly connected with occupational objectives. It should meet certain minimum requirements of length of time, necessity to work regular hours, responsibility to a foreman on a production basis, and a definite scale of pay for the work done. Such work experience may be provided by the student and/or his family entirely outside the school; it may be provided in industry or on the farm in a situation secured by the student through cooperation of the school; or it should be provided, when necessary, by the school itself. The school could provide this experience in such activities as custodial work; repair of equipment; library service; school lunch and cafeteria service; operation of school canneries; construction of equipment, such as tables, chairs, and bookcases; and in secretarial services in many school situations.

"The guidance services of the school should be responsible for checking on the fulfillment of such work experience requirements by each student."

A second statement which is closely related to this work experience and which I will take just a moment to mention is a problem of "Community Service Opportunities." Our experience during the depression with the National Youth Administration Program has given many educators a feeling that there is a desirable field of activity for secondary age students in rendering some service free to their community on a work basis, and in our statements, we are separating those two. The one is on a work experience project for economic objectives to some extent and the other is a voluntary donation of service free for the common welfare.

Community Service Opportunities

Each student of the senior high school age should dedicate a minimum length of time, to be determined locally, for service to some semi-public, public welfare, or other governmental agency, which service would be without financial remuneration and would be given as a duty of the individual to assist unselfishly in promoting the public welfare. When such service is given to a governmental or welfare agency, it should be for work which does not come within the regular budget appropriation of the agency and which would not be done except on a volunteer basis.

Examples of such services would be as follows:

(a) The school could use student help in conducting research surveys, in supervising playgrounds in the elementary schools in out-of-school hours, in assisting teachers in nursery schools and kindergartens, libraries, health clinics, etc.

(b) Cities and counties, in cooperation with the school, could use student labor for research surveys, for extension of park and public recreactional facilities, etc.

(c) Certain state and federal agencies, such as the Forest Service, could use volunteer help in reforestation projects, fire and flood control projects, etc.

In order to provide such service opportunities, the school, if necessary, should reorganize its program either in regard to the length of the school day or the length of the school year, or both.

All such service assignments should be directed through the guidance services of the school so that youth would be rendering service for which they are capable and which will be in harmony with their interests and needs.

I wanted to mention both of these because I think they are two problems in which a service is involved on a work experience basis. Our immediate problem, however, is that of work experience on a productive basis with remunerative objectives in mind.

It was the war which brought about our renewed interests in the problem of work experience. As your Chairman has said, the schools received calls to organize high school age youth to assist in the war effort on the farms and in other productive enterprises. We did some work in that field in this State. How far we went in comparison with other states, I do not know, but we did organize programs in the various school districts in the State, first starting out in the school itself. When the Federal Government provided funds to supervise the program, the school relinquished part of its organization program to the regularly established Federal and State agencies. In the district in which I was Superintendent of Schools, we went to the extent, at the beginning of the program, of having the school coordinator make contracts with farmers for the thinning of beets and organizing the school groups into labor battalions, furnishing school transportation to get them out to the farms to take care of the emergency work which needed to be done in the spring and fall. Several school districts did that in this State. Since that time, as farm labor organizations have come into the picture, the schools have tried to handle the part of the job in getting high school students interested in the work, to develop the right attitude toward that kind of labor, leaving the responsibility of the conditions under which the students are to work largely in the hands of the employment groups.

Because of my experience in the war and because of my early training, I am for this work program. As a young man I grew up in a town of approximately 2500 population in the south end of Salt Lake County. My farm experience was limited. Although I ran around with farm boys and girls, I never lived on a farm directly for any appreciable length of time. However, as a lad in that small town, I thinned beets in the spring of each year. Later on, as a Scoutmaster and high school teacher, I organized a group of boys and took contracts to thin beets, supervising high school

age youth in this type of farm work. As a youth, I topped beets, piled and stacked alfalfa and did other types of farm work. While attending the University, I worked one summer as a "hired hand" on a large farm in the southwest part of Salt Lake County. At the end of the summer, one of the boys commented on how "green" I was when I came. "When 'High Pockets' - that was what they called me - went out to harness the team, he (one of the boys) asked, 'which side of the wagon does this horse go on?' and I said, 'the right side.' The he asked, 'which side does the other horse go on?'" However difficult it may have been, I value my farm work experience as some of the most valuable training of my life. That is the way you find yourself when you get out and try to work on a program.

Educators are interested in the value of all work experience, covering the whole field of our social life so far as industry is concerned. I was happy, I might say, in the period of the war to be an advisory member of a group in the northeastern part of the State to help organize a group of high school youth to spend each summer at the Army Second Street Depot at Ogden to help them out in their labor problems. Some of our school teachers and principals were supervisors in that camp. Our experience there, I think, showed that it was educationally worth while.

There is no phase of work experience, however, that has as much general educational value as farm work experience for youth.

Because work experience on a farm for urban youth is so fundamental to our whole social and economic life, any experience which a city boy or girl can have on a farm has many more educational values than a similar amount of work done in any other line of activity in our productive life. There is the value involved of experience with growing things that carries over into the field of biology, in the field of health, and in practically all other fields of the school curriculum. During the short period of time in which a youth has contact on the farm itself, he has an invaluable educative experience in learning how food and raw materials are produced and how farm people live.

It seems to me there are two general ways in which urban youth can be given work experience on farms. One of these is to have youth work on farms on a day transportation organization, taking them out day by day to do the labor during the periods when extra work, mostly in the form of unskilled labor, has to be done, such as gathering fruit, thinning beets - if we call that unskilled - I don't think it is - and other things which have to be done on the farm. That kind of work experience is valuable. Most of that work in our recent experience has had to be done as a war service duty and it has had a tremendous value in that it has called for civic service in times of national emergency. The mere fact of youth having the experience of participating in solving the national emergency problem is a tremendous educational value in itself. This type of labor has required youth to adjust emergency situations and conditions, to meet new people, to work in strange situations and to come out of these situations with a satisfactory experience. Those of us who are fairly close to youth of that age know that many of them did not go out to work because they were afraid to face the unforeseen. That may sound a little peculiar to some people, but when we come to know these youth, we see that in many instances

they do not like to face new situations. When we can give youth those experiences and have them come out with satisfaction, they have had real educative experience.

Farm work experience also gives youth a chance to earn money and to see the place of money in the whole economic pattern of life. The daily transportation type of experience has the value of youth meeting routine work assignments, the necessity of getting out every morning at a particular time to get a bus, to work a certain number of hours, to participate with the group, and to return when the group comes even though they would like to go home early.

We want to be frank with ourselves. There are dangers and youth may get some experiences we do not desire. The idea of them dropping in on farm situations only at peak labor loads, of doing just a certain type of work on the farm, of having occasional undesirable experiences regarding pay, and the fact that work conditions on the farm are so different than for work in the city, these all contribute to the danger of youth getting distorted ideas of rural life. In our early farm and school work program, we assumed that farmers would keep a record of workers and see that they were paid on time. In some cases we found that the farmers didn't keep a record of the names of workers or of the number of hours they had worked. They referred to boys by the color of their clothes or by their size somewhat in the way they would identify a cow. There was no intent to defraud. Actually, the farmer assumed the school was keeping records and trusted us enough not to bother to check labor times and names. Proper organization would prevent most of these difficulties from arising.

The most desirable type of work experience on the farm from an educational standpoint is to have the youth actually live on a farm or live in a camp so he would remain there week in and week out, day and night, participate in the social life in the community, get acquainted with the farmer and his family. He would get acquainted with the whole set up - not only with the thinning of beets but also with the barns, chickens, animals, and general farm conditions. The farmer then takes these youth in as part of his family and the boy goes out with the farmer's son, goes to the baseball games, goes to the dances, attends church in the community, and the youth then has the opportunity to learn farm life as it is. He has the opportunity to find out the social values of the farm group, how they get their recreation and what their values in life are and what makes them do the things they do. As a result of that kind of experience, this youngster really gets a chance to see what it takes to produce the food we eat and the clothes we wear.

In order to get the most desirable values from farm work experience, it is necessary for us all to work together in seeing that conditions are right. It seems to me that the school needs to work very closely with the agency that is placing these boys and girls on the farm. A good guidance director in a high school should be able to get together with the farm labor placement agent and between them decide the type of farm on which to place the boy. They should consider such factors as the size of the farmer's family, the general type of community, etc., and then the guidance

man could pick individuals who would get the most desirable outcomes from that kind of experience. We should avoid placing someone who would get in trouble in a short time, thus making the whole experience unsatisfactory. So there should be close cooperation between the school authorities and the farm labor agency.

In order to make this cooperation possible, many of our school leaders must revise their viewpoint on the relative values of various educational experiences. Educators are too much concerned about the sanctity of an automatic class schedule on an hour to hour basis. We must shake loose from our mechanical school organization, provide periods of time in which students may get values such as work experience, and develop methods to see that all youth have this type of training.

Likewise, I would like to solicit your help in cooperating with the school to see that the work experience youngsters have on the farm has a good chance to produce real educative values. We want to teach youth how to work for a living, but we also want them to learn that in order to make a life, they must develop a sympathetic understanding of the ideals and practices of American democracy. Many of us believe that farm work experience will give youth the opportunity to develop these ideals in communities that are the best examples today of democracy in action.

FARM WORK AN EDUCATIVE EXPERIENCE FOR URBAN YOUTH*

by

ROBERT S. GILCHRIST

The war is over and the motivation which caused youth to work through V-J Day can no longer be used. Does this mean that the farm work program for urban youth will gradually die out? Yes, unless there are educative values (and I think there are) which justify our trving to preserve the program built up during the war years. We have had a very rocky history in this country as far as youth work is concerned. Not too many years ago a statesman said, "Show me a man who does not work, and I will know that he is a gentleman." We used to think the man who did not work was more to be respected than one who did work. The N.Y.A. and C.C.C. experience in the '30's caused us to realize that we were wrong in saying, "I hope my boy does not have to go through what I went through." We began to realize that boys and girls, when given something tangible to do, a chance to earn money, become better citizens. Many of us in education decided that work experience can be educative and that adults have the responsibility to give boys and girls work opportunities.

During the war everyone had a job to do, but now we are again in a peace-time period. Some of us in schools are concerned whether we will see a way to give boys and girls work experience. I do not think that we, as a profession, are entirely sold on the value of work experience. I am afraid that the schools may not assume leadership to provide enough work opportunities. However, there are encouraging signs. During the war years, the American Association of School Administrators published a yearbook entitled Schools and Manpower. This book stated that schools must have work experience as one of their functions, even though it will take an upheaval to get it into the school curriculum. In the last two years two books have been published which indicate that school men are interested in work experience. One of them is entitled Work Experience in Secondary Education, a study of part-time school and work program, by Harold J. Dillon. This publication is sponsored by the National Child Labor Committee. The other booklet is entitled Work Experience by Walter Cocking, Ralph Dwinnell, and Ormsbee W. Robinson, sponsored by the American Education Fellowship. Many schools are working hard to develop a program of work experience of which they can be proud. Just in the last few weeks my attention has been called to the programs which are being developed in Kansas City, Missouri, San Diego and San Francisco, California. These three cities have well-developed programs. The secondary school principals of the United States have indicated the importance which they attach to work experience by listing as the first of ten imperative needs of youth the following: "All youth need to develop salable skills, and those understandings and attitudes that make the worker an intelligent and productive participant in economic life. To this end most youth need supervised work experience as well as education in the skills and knowledge of their occupations."

What values do school people see in work experience? Norman Studar, of the Elizabeth Irwin High School in New York City, lists these values

---

* Presented by Dr. Robert S. Gilchrist, Assistant Superintendent of Schools, Minneapolis, Minnesota, at the Regional Farm Labor Conference, Chicago, Illinois, January 22, 1947.

of work experience:

Work should develop a sense of responsibility in children.
Work has important therapeutical value.
Work should develop a pride in workmanship.
Work projects should develop respect for the people who do the work of our society.
Work should develop in young people useful skills that will make every man and woman a "handyman."
Work should develop an attitude of willingness to face unpleasant and boring jobs.

If school men see educational value in work experience, what do we think a school should be doing to incorporate work experience into the curriculum? First, we believe that a parent and community education program is necessary to insure that work experiences be provided in the home and community. Industrial, business, agricultural, and labor leaders especially need to recognize their responsibility for giving youth an opportunity to work. You and I both know that there are many people who do not see any educational value in work, but just think in terms of getting the job done. You know men who will hire their lawns mowed rather than supervising their young sons in doing the job. You have observed mothers who did not want to assume the responsibility of supervising their teen-age daughters in doing home tasks, but rather employed maids to do the work. These same parents often cannot understand why a boy or a girl does not assume responsibility after he has matured. I think we can agree that we should point out to our fellow citizens that youth do need work, and that American society should stake out areas where boys and girls have jobs. And then we should see to it that adults do not take these jobs away from young people.

The school should develop as complete a program as possible of work during the regular school year for its students. We must be interested in part-time jobs for young people. We must take young people in groups into the community to do odd jobs. Where there is seasonal work I think the school can well examine the possibility of arranging its schedule in order that students may be released to help out when the peak load is too heavy for adults to carry. I know of one school where farmers, when they need a crop harvested, call upon the school. An entire room of youngsters, accompanied by the teacher, is released for a half a day at a time to help in the planting of crops or in the harvesting. Many of these students from reasonably well-to-do homes get experiences under intelligent leadership which they could not possibly get through their parents. We must encourage students to do volunteer work for community agencies. Recreation assistants at neighborhood houses, nurses aides in hospitals, and baby sitters for mothers who cannot afford to pay for help are illustrative of the volunteer jobs which are available. Within the school itself there are many opportunities for both volunteer and paid jobs. Washing and painting walls, assisting in the library, working in the cafeteria and in the kitchen are illustrations.

The school also should be interested in a summer work program for its students. As you know, some communities are now hiring teachers for twelve months. These schools have already accepted the principle that they should

give guidance to their young people for the entire twelve monthes of each year. In addition to helping boys and girls get individual jobs, many schools are trying to discover group projects such as tree planting for the state conservation department, picking and canning of vegetables, and the development of recreational facilities.

Now let us turn to the possibilities which farm work offers for city boys and girls. The same values which have been enumerated for work experience in general apply to work on a farm. In addition, there are some added advantages. The work is outdoors; the farm work generally offers an unusual opportunity for the boy or girl to sense readily and clearly his part in the success of the work project. In other words, the farm job gives the youth a chance to see what needs to be done, and he can see the results of his efforts. Another reason that farm work for urban youth appeals to me is that city people do need to learn more about agricultural life, about farmers, and about the problems of farmers.

Here is what a high school girl said after spending a summer working on a farm in Ohio and living at a farm camp which had been organized for twenty-five high school girls:

"If you ask anyone who had been at farm camp, if the summer had been worthwhile, I think her answer would be yes. Why? For many reasons. First of all, we were doing a job - for the war effort. We were doing our bit! We had well-earned money in our pockets. We had the chance to be self-supporting for a summer - paying for our board, laundry, and amusement. We had to count our pennies and we learned to make them stretch. We had the very good experience of living with a bunch of girls. We learned how to get along with people; we learned much more about agriculture and the problems of the farmer. We proved that we could carry through a job. We found muscles we didn't know we had and got beautiful tans. Many of us hadn't been in the country before. We met small town people, worked with laborer's sons, talked with farmers. There was very little class consciousness up there. We viewed the world from other people's eyes and were sometimes surprised. Worthwhile you ask? A thousand times yes! I know I wouldn't have missed it."

We in schools think that the farm work program which you people have developed during the war has distinct possibilities for desirable educational experiences. We are ready to work with you to capitalize on these potential educational advantages. The Minnesota plan described in "Farm Jobs for City Boys" seems to me to outline clearly the necessary elements in a program for urban youth to work on farms. Leadership, recruitment, orientation, placement, supervision, safety all have their place as indicated in this booklet. I believe that all three phases of the farm work program should be developed. First, the program in which individual boys are assigned to farms, the "live-in" program; second, the day-haul program in which boys and girls are taken to farms from their own homes each day; and, third, the camp program in which groups under competent supervision live together in a camp situation while working on farms.

If we are going to work together to capitalize on the educational values that are possible in a program of farm work for city youth, several problems have to be faced. We must anticipate as clearly as possible how

much need there is for city boys and girls during a given summer. It is poor policy to develop a training program which attracts many more youngsters than are finally able to secure places. The training program by which we get the students ready to do farm work is important. As you know, during the war years there was a plan worked out in Minneapolis in which boys spent two hours each week for a period of Saturdays. The boys were taken to the University farms and to other farms for first-hand experiences. The training program, therefore, had its practical aspect as well as theoretical. I am sure that there were some real learning values in this training program and that the youth came out better prepared to do a job on the farm and also knew more about agricultural life than they did before. It is up to the school people in each section of our country to work with you people in the Extension Service of the Agricultural Department to plan for an adequate training program in terms of the needs of your section and in terms of the peace-time conditions which will necessarily make for some changes from the war-time program.

Supervision is another area in which we must decide several questions. You, through your county agents, need to see to it that boys are placed on farms where the farmer has an understanding of city youth and wants to develop the right kind of a working relationship with them. We in the schools must work out a way to keep a reasonably close relationship with the youth after he is placed on a farm. I am convinced that we are justified in employing staff members during the summer months to keep the school informed concerning the work experience of boys and girls. A young person will believe his work experiences more important if the school places some stress on it. I anticipate that during the next several years we may, in our secondary schools, reach the place where we insist that a young person have successful work experience before we graduate him. If a boy or girl knows that the school recognizes work experience as a part of his record upon which graduation is finally to be based, then I believe youth will be more ready to engage in the kind of work experiences to which schools give their stamp of approval.

In summary, may I say that farm work to be educative for city youth, requires adequate orientation, intelligent placement, supervision, and follow-up. Work experience should be available for all American youth. Farm work is an especially fine type of work experience for youth. Agricultural leaders and school men have a responsibility to point out to the public the values of farm work for young people in our cities. We have a further responsibility to solve the problems involved in developing a continuing program of farm work for city youth.

FARM WORK AN EDUCATIVE EXPERIENCE FOR URBAN YOUTH*

by

DR. HARRISON C. THOMAS

Farm work is an educational experience for urban youth. The question of the value of work experience has been talked about a great deal by school men in recent years. In one sense, this is a new idea, but in another, it is a very old one.

What one thinks of the value of work experience depends upon his philosophy of education, his idea of what education is and what it's for. The traditional idea was that education was a sort of pouring-in process. There are certain areas of knowledge that people ought to know. The school's job was to divide this knowledge up into sections. Divide those sections into daily doses and make these doses as palatable as possible for the pupils. The pupil's job was to absorb as much of this as he could. This system of education didn't work too badly for a great many years. Many people went through it and most of them survived pretty well.

Two things, I think, helped make it successful. First, only a small percentage of the young people of high school age went to high school -- those who were intellectually the best equipped -- those who had imagination enough or ability enough to absorb the education that was given them. Second, is the fact that in the simpler society, which existed a generation ago, most of the people who went to high school had some work experience outside of school. When the population lived more largely in rural communities or small towns, they had contact with the economic process of making a living in their home or in the community. In the last fifty years, or so, two important changes have taken place. First, there has been a general economic change in the country as a whole....more mechanization, more centralization of industry, more of the work of producing food and clothing taken out of the home, more people living in cities. At the same time, there has been a tremendous growth in the high school population. In 1890, only 4 percent of the people of high school age, roughly from 13 to 19, went to high school. In 1940, it was 60 percent. In New York City, we had in 1920 about 50,000 pupils in high school. In 1940, we had more than 350,000. This group of boys and girls who formerly went to work when they finished the 8th grade or before, now go on to high school. The high school has become the extension of the common school. It must adjust its program to the needs of this new group of pupils. The high schools have made some adjustment but not enough.

The new theory of education has been developed partly in response to the needs of this group of pupils who go to high school. This newer idea is essentially that education is a matter of the development of the individual. The center of the school is not subject matter to be learned, but the individual pupil to be developed. The school is coming to feel a responsibility not merely for the intellectual development of these young people, but for their physical, social and emotional development as well.

---

* Presented by Dr. Harrison C. Thomas, Assistant Superintendent of Schools, New York City, New York, at the Regional Farm Labor Conference, Atlantic City, New Jersey, January 30, 1947.

The idea of work experience is a part of this new education. Work experience is regarded as a necessary part of the development of young people to take their place in the adult world.

In any school system, a large number of high school pupils work after school. In most cases they get their own jobs and the school has no control and not much interest in their work. I think, even this work, has educational value. Any sort of work that is useful work in decent, healthful surroundings is valuable. If it is to have its greatest value, however, it should be supervised. Only in this way can we be sure that pupils are not being exploited, that the work they are doing has some relation to the studies they are pursuing in school. Also, it is essential that it be real work for real wages, not made work. A good many cities today have installed a so-called "Co-operative Plan of Education." In New York, we have about 2500 pupils, mostly girls, who work a week and go to school a week. This has been slow in getting started and school people have been slow in accepting it. Our experience has shown, however, that these cooperative pupils not only are better trained for work they expect to do after graduation, but also do better work in school because they see some relation between what they are studing in school and the work they do and expect to continue afterwards. The school authorities recognize this work experience as education and give pupils credit for this work experience towards graduation. Last year, for the first time, the New York City Board of Education extended this work experience credit to boys and girls working on farms. Each cadet who had a minimum of eight weeks of satisfactory farm work was given one-half unit credit.

The vocational value of work experience has always been recognized. It is obvious that the experience the pupils get before they leave school in the occupation they intend to continue will be valuable. This is true of the boys in our regular Agricultural Course. We have in New York City an Agricultural Course enrolling about 300 boys in one of our large high schools. It is the largest Agricultural Course in New York City and probably in the country.

It differs from the average Agricultural Course throughout the country in that the boys are all city boys. We have over in Queens, on the outskirts of the city, a 50-acre farm where they do some farm work, but part of the requirement for a vocational agricultural diploma is that they put in three summers of satisfactory work on a farm. It is recognized as a part of their Agricultural Course. We have been doing it ever since we had the Agricultural Course, and have simply gone on with that.

In this Farm Cadet Program, there have been each year a few boys who have gained an interest in farming as a vocation as a result of their farm experience. There have been not many, perhaps ten or twelve a year. I am not talking about these boys or about the boys in the Agricultural Course, when I speak about the value of farm experience. I am talking about the value of farm experience as part of their general education for boys who are not going to go into farming but who are going to be lawyers, teachers, bookkeepers, salesmen, or some other city occupation. The main job of the high school is to develop citizens, using citizens in the broadest sense of the word. Their farm experience, I believe, helps boys to become better citizens.

I am strongly convinced, as are all the teachers who have been closely associated with out program, that farm work is a valuable educational experience for city boys. I say boys, because I believe that the most successful part of our program has been with boys in live-in jobs. We have not placed girls in live-in jobs. We have had girls' work camps in fruit and vegetable growing areas. These I believe to have been valuable educationally for the girls both from the point of view of camp experience and work experience. We have also had a few boys' camps but my feeling is as I said before, that the boy in the live-in job, where he lives with a farm family as a member of the family, is the most valuable from the point of view of educational experience. All the value of work experience which young people can get from working at any kind of properly supervised work can be had from farm work and farm work has a great deal in addition, because besides work experience, these pupils get an experience in a totally different kind of life than they are used to.

I want to mention these educational values which I believe farm work gives:

1. The development of responsibility. This, of course, is one of the main values of all work experience. Getting boys away from home helps greatly in developing a sense of responsibility, the ability to stand on their own feet. A lot of parents are not willing to let their boys grow up: they interfere with them too much. I wish all parents would realize the advantage of it. Interference of parents has always been a headache. It is not the rule, however, it is the exception. Most parents realize the value of it.

2. The second thing is rather closely connected with the first -- the ability to make adjustments. The ability of a boy to adjust himself to a new way of living, to get along with other people. This, I think, everyone will agree, is a very important part of an education, of social education. That is where I think the supervisors come in. What success we have had in New York has been very largely due to the work of the supervisors we have had. A man or woman from an up-State community who knows the community and knows farm life, but who teaches in the city, makes an ideal supervisor. It doesn't always work. Knowing boys is the most important thing. Homesickness was responsible for at least half of the boys not sticking it out. The supervisor is invaluable in this respect -- to get around every day or two when the boys just arrive to visit them, to see how things are going. The supervisors are also very important in picking the farms. They have to be people of judgment.

3. The third value is the development of good work habits, which will carry over into any line of work. All these are advantages tied up closely together.

4. The fourth value is the sense of the value of money. Learning the value of labor; the dignity of labor; what it takes to earn a dollar; how much work goes into it.

5. A general understanding of the farmer's problems, the problems of country life, the farmer's interests as opposed to those of the city consumer. An understanding of what it takes to produce a quart of milk, a bushel of potatoes, or a can of peas and the whole process of getting this from the farm to the consumer is valuable to anyone. Pupils getting to know the farmer's problems at first hand and interpreting these to their families and friends will do much to bring about better understanding between city and country people. It also works in reverse. I think that some farmers have gotten a better idea about city people and their problems from city boys who have come to live with them. In a small way, it helps to promote better racial understanding and in a small way has made contribution to national unity.

The last thing is sort of intangible and hard to express, but I think it is most important. It is giving city boys a sense of satisfaction of the fun of producing something with their own hands, of working with the land and working with animals. It is a sort of artistic satisfaction. The kick that everyone gets out of doing something really creative. Not all boys get this, but some do and once they have it, it is something that they will never lose.

WOMEN - A CONTINUING SOURCE OF FARM LABOR

by

Irene Fagin *

Miss Fagin: In order to review this situation of women in farm labor during the past two years we had to know what the actual picture was and what we could expect in 1946. During 1945 the national placement of women amounted to 496,048 while in 1946 it jumped to 529,160 or an additional placement of 33,112 women. In the seventeen Western states, as represented at this meeting, the placements of women in 1945 amounted to 226,960 while for 1946 they dropped to 220,147 or a minus placement of 6,813. The increased number of women placed showed a trend that we did not expect which would indicate that in the future women would be a continuing force on the farms.

Why did these placements increase? The following reasons were given to the interviewers: In the Western coast states of California, Oregon and Washington women have always worked, mainly in fruit. This has been customary for many years. We also know that there was some return from industry of women to work on the farms. The economic situation was given for one reason why women were returning to farms from industry or why new ones were entering the picture. Because of the high cost of living, it was necessary for them to earn money. Another reason given was that they liked the work. They felt that it had a healthful aspect. There were some vacationers, particularly families with extra women, who during the war enjoyed the vacations they spent together and this accounted for some increase. There is also a tendency toward the packaging of certain vegetables, for which job women are particularly fitted. The packaging of spinach and salad mixes is becoming more prominent on the market which accounts for some increase in the use of women. There is also an increasing tendency for the formation of crews of workers who go to the office to be placed and the women sometimes outnumber the men two to one.

We also note that there are certain jobs for which women are particularly fitted: sorting, grading, cutting and picking. For work of these types, women will probably always be used as they are adapted to doing it, and they will be a continuing force. If they are to be a continuing source of farm labor, we should thoughtfully study and see if we can make them not only a continuing source but an increasingly successful force. What do these women do? They do all types of fruit work, work in hops, vegetables and run some machinery.

Who are these women? Forty to sixty percent of the women are from small towns, farms or from metropolitan areas. They are the farmer's wife, daughter or vacationers. A large portion of the seasonal workers are women who like the work. Other women come from migrant groups who go from place to place or are women who are regularly employed in farming work.

What are the problems involved? I shall discuss mainly the group of women from small towns, agricultural and metropolitan areas with which group of women I have worked. With the use of these women no great social or economic problems are involved as they live at home and work near home. However, there are certain problems that could be overcome to make women increasingly successful

---

*Presented by Miss Irene Fagin, Assistant State Home Demonstration Leader, Extension Service, Berkeley, California, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U.S. Department of Agriculture, January 17, 1947, at Salt Lake City, Utah.

workers. One is the care of children. During the war years, in California, we made use of child care centers that were already operating. Others were set up with funds from the Farm Production Council, a State organization. These were also set up with Lanham Act funds. The child care centers were not only a help to the migrant workers but to the women on the farms. We would like to see the child care centers handled by communities, growers and parents. As these child care centers are set up and studied, we should get some factual data that would be helpful. The lack of child care centers is a limiting factor in getting women to come to the farms. The second point to consider is the improvement of working conditions for women. Working hours should not be made too long as most of the women are doing two jobs, at home and in the fields. Sanitary facilities should be improved. Modernization of equipment should be stressed. Safety measures should be employed.

The point to take under consideration is pay for women. They should be paid enough to pay for the extra help needed at home or for the care of children. By nature of the work for which women are suited, we often find they are put on low-paying jobs.

The final point for consideration is training. A training program is important both to the women and to the farmer. It is important to women mainly from the standpoint of pay and their ability to do the job in an easier way to prevent fatigue. It is important to the employer as the woman will be able to do more work and better work.

We should not try to promote a program to get women permanently into the field of agriculture. They are suitable for seasonal work and in doing this type of work they will enjoy it and will not have harmful effects from it.

For migrant women these points are intensified. In addition, medical care, housing and other things are important.

What can be learned from this program that we can apply and what should we more thoughtfully consider in the years ahead in the use of women in agriculture? Most Extension people should have a greater awareness of all groups of farm people. We have been spending a great deal of time on this in our Extension program in California. We are trying to get past the confusion of a changing population. We must find out how many are farm laborers, how many are returning veterans, how many are migrants. Certainly we should make our people more aware of the problems of all groups. We believe that it is just as important to help the returning veteran or the middle class farmer as it is the migrant. We have the same opportunities of home demonstration work with all groups. Our Home Demonstration Agents have worked with 4-H Clubs, returning veterans, women on farms and migrant women in a few counties in California. Friendly relationships are important, in getting along with people in our camps and even with groups of women who go out by the day to work.

Is there some way that Extension can help with these problems? There is need for more factual data relative to women working. We should study from a scientific basis and research basis the reason why they work, what is important to them, what they want, etc. We would like to hold day conferences for women who go out seasonally and let them discuss what they would like to see done to improve their working conditions. The Farm Labor staff should include women in counties and states where women will probably be a continuing source of labor. if they are to be a continuing source, we should do everything to make it satisfactory for them and for the employer as well.

WOMEN--A CONTINUING SOURCE OF FARM LABOR

by

Ruth J. Peck*

All of us, I suppose, were hesitant about women in the beginning. But today we find that women are holding their own. We have come to recognize that women are a vital part of the farm labor force. We have certainly found it so in Michigan. Women have always been an essential force in farm labor, we find in looking back over the figures. But we did not realize it until the farm labor program came along and caused us to start counting farm workers as men, women and youth.

During the war emergency, it was up to each State to determine what would be their program for women and I think it will continue to be that way. As far as the women's program of the future is concerned, some States will be concerned with women workers within their own States. Other States may be working with women who will do farm work outside of the State. I am thinking particularly of migrant families.

We find that a good proportion of our workers come to Michigan in family groups. For instance, we normally use 65,000 farm workers in any year. The members of the farm family furnish 15,000 of these workers, leaving 50,000 seasonal workers to be supplied. Of these, about a half come from within the State and the other half are migrants. And so if we can say that 10,000 women are doing farm work in Michigan, it certainly seems to me that Extension Service should take recognition of that fact and find some of the problems this puts forth.

In any State that uses migrant labor and any State where the crops require a great deal of labor, you simply know that you will find women working. Not only the State that is going to bring in the women has a problem but the State that is going to send the women has a definite responsibility as a part of their farm labor program. The State of origin needs to enroll these workers, find out where they are and how many, and tell these people where they will be needed. We, in the States which use migrants, would like to have them come into our State at the time we need them and in the numbers needed. And for these reasons, we need a cooperative scheme between the States, one that enables workers to know where the work is, what type it is, the living conditions, pay, and what might be expected of them.

The States also have a definite responsibility toward these workers in their normal home economics programs, the responsibility of raising the living standards of these people. If the farm labor programs in the States where the workers originate assumed such responsibility, then there would be a challenge to meet that type of housing and living standards for the migrants after they arrive in the State of need.

---

*Presented by Ruth J. Peck, Home Furnishing Specialist, Extension Service, Michigan State College, East Lansing, Mich., at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 22, 1947, at Chicago, Illinois.

219 (3-47)

Six Categories of Women Farm Workers

Several questions arise about women as a continuing source of farm labor. First, we may ask, where do women come from?

1. We must give credit to the women in the grower's family who are working in the fields. Although it is true that they give mainly supervisory work, they do a great deal of work in packing sheds in fruit areas.

2. Local neighborhood women. In Michigan, our berry crops are practically all harvested by local neighborhood women and youth. That will continue to be true. They can earn good pin money and they like the job.

3. Members of migrant families. The women and girls will work in the fields. We have a large group of people to whom we refer as Oakies and Arkies. We recognize them as very highly skilled workers. The growers like this class of worker. Even the women in these family groups are considered skilled labor.

4. Vacationists. Many women come to Michigan in carloads. They take this kind of vacation for two reasons: (1) they want a vacation and do not have enough money to spend on a regular vacation or (2) they want to pick fruit to take back home.

5. Families of general farming families in areas near a fruit area. They generally have a slack time at the time when the fruit ripens.

6. City women--who have been another large source of workers who come out when there is an urgent call to rescue a pressure crop.

Appropriate Training Essential

What about the skills and abilities of these people? Migrants can be classed as skilled laborers. The women in the farm families and from neighboring farms are partially skilled. Neighborhood women who go out to work become partially skilled through on-the-job training. Nevertheless, many of these women could make use of some training that would improve their speed, and teach them how to do the job easier, better, faster so that the job will be more profitable to them. This is especially true for the vacationist who answers the urgent call for help. Often they know nothing about agriculture or the crop. However, these are the most difficult to train and, on the whole, they never become very skilled or fast.

If we take a look at the skills and abilities of these groups of workers, we find a wide range. We need to classify workers according to skills to determine if and when a training program might be beneficial.

But who is going to be responsible for training these people? If you can get at a training program in advance of the season, that is fine. On the whole, I think a training program must be a joint enterprise among the Extension Service, the farmers and also the workers. We can ask the leaders who come with the migrants to train people in their groups. The Extension program can show the farmer that it will be to his advantage to do some training.

We must make him aware of that before the fruit season sets in. It must be done at an earlier date than we have done it before, and the farmer must be made to realize it is to his advantage to give these people some training on how to do the job.

A winter program for farm labor can include meetings and other contacts with growers and farmers, giving them techniques, employer-employee relationship suggestions, and showing them how to break down a job. We must also show the farmers how to use the bulletins we have prepared for training purposes. We must make them aware that the bulletins are valuable to have and to pass on to the worker.

Special WLA Program Not Advisable

Then there is the question of whether or not we should have an organized women's program and the name for it. That will have to be determined by each State. Are we thinking along the right track when we say that an organized program called the Women's Land Army and directed especially to women is not needed? The WLA certainly played its proper role and got the job done during the emergency, when workers were scarce. It assisted in the recruitment job. But perhaps we can say that an organized program especially for women will be needed only when workers are scarce.

We in Michigan feel that women, in normal times, can be considered as a part of the total labor force. They need not be segregated as a special class of workers nor does so much stress need to be placed upon enrolling and placing women as women, except in connection with a definite pressure crop such as cherries or detasseling, for instance.

It seems to me that the attention of State and county farm labor staffs can be focused upon (1) informative publicity; (2) training employers ahead of season; (3) giving on-the-job training when necessary; (4) stressing health and safety while working; and (5) making the employer aware that the stability of his labor force is directly proportionate to the woman's satisfaction with living conditions.

Home Economist on Farm Labor Staff

We do need to recognize the fact that women are among farm workers and that it does present some problems. On a permanent farm labor program there should be a home economist's point of view on hand all the time to take care of health, safety, training, supervision, etc. This home economist might be attached either to State or county staffs. She may well be the home demonstration agent in the county, who is asked to include farm labor training in her program and to allot time to it. But do not take it for granted that the home demonstration agent will help unless you ask her to help. Remember that she has a full schedule and that she should know ahead of time that you need her help so that she can plan time for it. If you are in a county where the problem of women is bound to come up, get the home economist's viewpoint and plan so that she will be around when she is needed.

For the 1947 outlook, we have been told that one of the farmer's problems would be getting migrant help and keeping it until the job is completed.

When we get into this a little further, we find, perhaps, that we have not recognized or realized that the stability or mobility of the migrant worker is dependent on the living conditions offered them. Especially is this true if workers have the families with them and, of course, that means that the women folks are along.

Working and Living Conditions

We know that the farmers who have had good housing have had less trouble getting and keeping workers, even during the scarcity of labor. A home economist's viewpoint on the county or State staff will be of real value in the improvement of housing and living conditions for workers.

Any State's housing program must be broad and flexible since the standards of living of the people who come in are very wide. Such a program must offer something at least a little better than where the worker came from and it must be within the range of economic possibilities for the crop involved. Naturally, it cannot be expected to be higher than the conditions for farmers growing that crop.

The standards of living for professional migrants have a wide range from the very low to the very high. Take, for instance, workers who travel in trailers. They may have standards that are very high. I understand that some of these bring washing machines right along with them. That means that they will locate where they can have facilities to operate them.

Vacationists from the city will probably live in camps. But they are used to certain conveniences and they must be conditioned in advance publicity not to expect elaborate conveniences which they would have at home. In Michigan, growers are starting to put up cabins for these vacationists. These will be used for the tourist and resort business after the fruit harvest. They are not elaborate, just one-room houses, with a few things built in and cooking facilities. And they are near good water.

WILL WOMEN BE A CONTINUING SOURCE OF FARM LABOR? *

By

FLORENCE L. HALL

Our Farm Labor statisticians have been somewhat surprised as State Farm Labor reports were totalled month by month in 1946 to find that the number of placements of women in seasonal farm work have kept pace with 1945 and by December 1 the total placements of women exceeded by 4 per cent the total for the same 11 months in 1945. In the 17 States represented at this conference, the figures are as follows:

Placements Made Through the Emergency Farm Labor Program
January 1 to October 31, 1946,
with Comparable Period in 1945.

Women

Seasonal		Year-round	
1945	1946	1945	1946
125,982	139,811	1332	1708

All of us have been asking Why? I suppose we all thought that women would be the first branch of the farm labor force to discontinue work quickly after V-J Day. It will be interesting to hear a discussion by you folks here who have been close to the program regarding why the placements of women have increased during the post-war period to date, while those of youth have decreased.

In order to get some answers to our question Why Have There Been More Placements of Women in 1946? I have consulted a number of people in Washington and in the States. My "Gallup-ing" poll has given me a number of opinions which I have classified under eight headings.

1. Farm work serves as a means for women to supplement the family income--farm wages are fairly high now.

   a. Many women have been let out of industrial jobs.
   b. Opportunities for women to earn are fewer than during the war years.
   c. Money to buy home equipment.

2. Seasonal farm work can be carried out by women without disturbing a family routine too much, so farmwork will probably continue to be an attractive part-time job for women who like it.

3. Women feel keenly the importance of food in bringing about world peace and are willing to lend their hand in food production.

4. Many women in migrant families worked along the Eastern Seaboard in 1946.

5. Many Bahamian women worked, along with their husbands, in Maryland, at least. How about other Eastern States?

---

* Florence L. Hall, Field Agent, Eastern States, presented at the Regional Farm Labor Conference, Atlantic City, New Jersey, January 30, 1947.

6. Vacation workers' momentum of publicity for various recruiting campaigns during the war has not yet run down.

7. Some farmers are perhaps more willing to accept women for certain farm jobs than before 1943. Women have proved to be quick, skillful with their hands, adaptable, dependable, easy to get along with.

8. A better job was done in 1946 in placement records. So in the opinion of many, increased placements do not mean increased numbers of women in farm work. As one man said, "We used to place 'em, now we count 'em."

In addition to women who do seasonal farm jobs, farm women are an important part of the farm labor force.

The Farmer's Wife

When the Trumpet of the Lord shall sound,
And those Noble Saints appear,
You can take my word as valid,
There will rise the loudest cheer,
For the Farmer's Wife, now glorious,
In bright, gold, embroidered jeans,
Seated on a chariot, drawn by,
Empresses and Queens.
--F. H. Bilderback, Bristol, Pa.

It's a pity, Bildy, that this important lady doesn't receive here on earth the recognition and the credit she merits. She plays as difficult a role as her husband in keeping the world fed and clothed, working longer hours than anyone else on the farm without a complaint. Truly, she deserves a chariot drawn by queens.

(From "Seed World" - 12/20/46)

As we look ahead - what groups of women will continue in farm labor force and what is Extension's responsibility toward them:

1. Women in migrant families.

2. Vacation workers.

3. Women who do seasonal work on nearby farms - i.e., fruit, beans, etc.

4. Women in processing plants.

What are Extension's responsibilities for this group -

Suitable housing
Good working conditions, sanitary facilities
Consideration of needs of children of working mothers.

What can Extension do about this responsibility?

1. Assign at least one home demonstration person from State staff to work with farm labor man to consider above problems and their solutions.

2. Familiarize HD staff, State and county, with working and housing conditions of migrant workers, vacation workers and hired farm workers. Help with child care centers - meal planning, nutrition.

How can Extension help -

The farm woman who is doing the double job of field work and homemaking?

Work Simplification.

Farm and Home labor-saving shows.

Discussion questions -

1. Could the HD staff help more than at present?

2. Do the FL supervisors believe it would be desirable to have a HD worker assigned for certain responsibilities in the FL program - at least in the larger States? Other States - part-time?

3. What would you want such a person to do in your State?

INFORMATION SERVES THE WHOLE FARM LABOR PROGRAM

by

J. R. Beck*

One of the impressions I have gained from these conferences during the past four years and through visiting other states, is that each state does things differently. Some states cannot realize why they should be interested in what other states are doing and what they should do to emulate them. During this discussion many factors have been brought up that most states do not agree upon. One point, however, that all states agree upon is education. Most of us see the value of education in our farm labor program. We, in Oregon, believe that information is the handmaiden of education. I think you would all agree that without information our hands would be tied in the recruitment and placement of labor. We cannot help the farmer unless he gives us information as to what he needs. Workers must also have information as to where they can secure jobs. It is valuable to have an Information Assistant. He relieves the State Supervisor of many routine jobs. He knows how to get the information out to the people when it should be sent out. He also knows the value of publicity and gets news out when it is needed and valuable. In Oregon we have an institutional policy which must be met on what news can be released. We have tried three methods of getting out information: first, we used one of our men who spent some time on publicity and most of his time on the farm placement problems. Second, we used a publicity man from the University which was not entirely satisfactory as he had other releases to make for the University. We then secured Bob Fowler who could put in his full time as Information Specialist. This was the best system, although we would be willing to put on a man who could spend 25% of his time on regular extension work and 75% of his time on Farm Labor information work. Of course, this information service would vary according to the various states but it is necessary to have someone who is responsible for the information service of the Extension Farm Labor office.

What did the Farm Labor information man do? He made up a weekly report that was sent out to all offices. He sent out Farm Labor News Notes, which report was used by every radio station in Oregon. He also sent out a newspaper letter that was released to all the newspapers in the state. He acted as picture man. It is important for the Information Specialist to know the County Agents in the state and to work through them in releasing certain information. A good information setup for a state would include an Information Specialist and trained county staffs who would issue news releases for both the newspapers and radios. Our County Agents are now going to release news stories as to what has been done in 1946 and what is expected to be done in 1947.

The Information Specialist should also make personal contacts with the newspapers and radio stations in his state as this will help in getting out information. In 1946, Oregon issued 19 stories to the newspapers, 31 weekly radio scripts, 35 farm labor pictures to be printed and 8 articles for local, state and national publications.

The releases conform to a pattern of material that is released by the State College of Agriculture. By having correct, timely and complete information before the people, we will prevent adverse information being released.

---

*Presented by J. R. Beck, State Supervisor, Emergency Farm Labor, Extension Service, Oregon State Agricultural College, Corvallis, Oregon, at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 17, 1947, at Salt Lake City, Utah.

INFORMATION SERVES THE WHOLE LABOR PROGRAM

by

Carl E. Kemmerly, Jr.*

Fellow workers, as you all see by your program of this meeting, we folks from Louisiana have been asked to discuss the topic of what should be included in a farm labor information program. Now, that's a pretty inclusive topic. I am reminded of the speaker at another meeting who was invited to take as his topic "The Condition of the World Today." I hope you will pardon me if I seem to take as much leeway as he did.

Be that as it may, I am glad of an opportunity to discuss the information phase of the farm labor program with you, and to tell you how we operated in Louisiana.

There was nothing miraculous about our farm labor information program in Louisiana. Nothing sensational. I can't say that we ever crowded the atom bomb or the GOP off the front pages. We have no record of any Louisiana city being deserted when its entire population swarmed into the fields to help dig potatoes. I have not heard of any farmer being lynched by a mob of disappointed victory farm volunteers when he told them he had no work for them on his place. As I go along, a lot of you folks probably will be saying to yourselves--or maybe to me--"We did that a lot better in our State."

But we got in our crops down in Louisiana. We met the need, with a minimum of confusion and difficulty, and that's what counts. We just kept hammering until we got the job done.

One last word of explanation before I get down to brass tacks and start talking about what I'm supposed to talk about: We have no full-time farm labor information man in Louisiana, but we have had splendid cooperation from the Extension editorial office in Louisiana. That's generally the case down South--maybe it's because we are all Democrats. The farm labor information program was handled by Mr. Charles W. Price, Jr., Assistant Extension Editor, along with his other duties. Mr. Price represented us in photography, radio script writing, news writing and all other editorial phases of the program.

As we saw it in Louisiana, to do our duty in helping meet the farm labor shortage, we had to do four things:

First, we had to familiarize ourselves with the needs.

Second, we had to do everything possible to encourage the best possible use of the labor that was available.

Third, we had to do everything possible to encourage the most efficient use of labor-saving machinery, techniques, and so on.

---

*Presented by Carl E. Kemmerly, Jr., State Supervisor, Emergency Farm Labor, Extension Service, Louisiana State University, Baton Rouge, La., at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 22, 1947, at Chicago, Ill.

Fourth, through the victory farm volunteer campaign and other activities we had to help make available to the farmers labor from every possible source. Our activities along this line included locating labor, recruiting labor, and helping train labor. These last were particularly important during the war. Concerning their probable importance in the future, I shall say more later.

In Louisiana, the entire problem is complicated by the fact that we have three major crops and several important smaller crops, each of which requires a great deal of seasonal or temporary labor during the peak harvest season. The most important of these crops are cotton, sugar cane, rice, potatoes, strawberries, beans and tomatoes.

Therefore, beginning early in the year we have to look ahead as far as possible and begin our information and other work to meet the needs of a varied agriculture. Our information work opens with the annual outlook meetings held by Extension in Louisiana as in other States. The farm labor situation and the prospects for farm labor throughout the year receive a great deal of emphasis at all these meetings. Surveys and forecasts of all kinds are naturally popular at the beginning of the year and we have found this an ideal time to reach a wide audience by press and radio as well as through the outlook meetings themselves in every parish and community.

As the period of peak demand for labor in each crop approaches, we repeat the process on a sectional or local scale. We begin far in advance with stories and radio broadcasts on crop prospects and the labor supply. These stories are slanted not only for use in the areas where the harvest will take place but, of course, in other areas where we may expect to find help. Stories aimed to reach the public in general emphasize the importance of the crop and the need for maximum food production, and the fact that the farmers must have help to get the harvest in. Other stories, slanted toward the farmers themselves, tell, as best we know, where help may be found and how they can make use of the Extension Service program. Still others, slanted toward potential workers, tell all about wages and working conditions and how employers can be contacted. Some of these stories read pretty well to the worker--I don't have to tell any farmer that wages and working conditions on the farm have been higher and better. Some farmers say higher and better than they can afford for themselves.

All this information is distributed by press and radio, as well as through talks before groups and personal contacts. We are particularly anxious always to enlist the aid and cooperation of farm organizations and of all parish and local governmental organizations and of civic groups of all kinds in towns and cities. In these periods of short labor supply, we have found it very necessary to secure the cooperation of the farmers themselves in swapping labor from one parish or section to another. The worst thing that can happen to a labor recruiting and utilization program is for the farmers in one section to get a notion that they are being raided and their help may not all come back.

That, in brief, is the basis for our year 'round information program. Or, perhaps, we might say it is the foundation of our information program. Those are the lines along which we work steadily, 12 months out of the year.

During the past few years, city folk have gotten a new idea of what agriculture means to them, and the cooperation of daily newspapers and radio stations as well as weekly newspapers and farm magazines has been excellent.

We find a ready market for all our news stories, radio scripts and photographs. The only requirement is that the information be sound and the news real news. But in writing about agriculture, there never is any need for exaggeration or sensationalism.

In addition to all this, we have our information work with regard to special activities of all kinds. As part of our educational work we conduct in Louisiana each year activities such as sheep shearing schools and schools on care and maintenance of tractors. These are all duly advertised in advance in order to assure a good attendance. We try not only to get out the necessary feature stories and radio scripts but to contact personally as many as possible of the interested employers. Often sheep growers or plantation owners send their foreman and their entire crews to these shows.

We are always careful, also, to invite the feature writers of the larger newspapers and the representatives of the larger radio stations. They often attend. And since such events are something new to them, they often give us even more space or time than we ourselves would have the nerve to ask for these activities. Whenever possible, photographs showing proper methods and techniques are made during the shows and used later to reach a larger audience with at least a certain amount of the valuable information imparted by the instructors.

All this, of course, has to do with our second basic point, proper utilization of labor. We have found it advisable also to do everything possible to help employers see the necessity of proper guidance and supervision of volunteer and recruited labor which, during wartime, often has been mighty green. Farmers everywhere have complained about the quality of the wartime labor supply, and a lot of these complaints have been justified. But we have found that a lot can be done by proper supervision and guidance. For instance, take the high school boys and girls who volunteered for work in the Louisiana Irish potato belt under the Victory Farm Volunteer program. We investigated the work of two typical crews, working for adjoining farmers under similar crop conditions. One Irish potato grower swore that the cost of getting his potatoes out of the ground was ruining him. The other said he was getting his potatoes dug cheaper than with skilled adult labor before the war.

It didn't take us long to find the answer. The first grower had just sent a lot of green kids into the field and told them to get to work picking up potatoes. They spent about a third of their time resting, going for a drink of water, dragging heavy sacks up and down the row, and throwing clods at one another.

The second grower had planned everything. He had a good foreman in the field with the kids. Their work was laid out so that the biggest and strongest could do the work of which they were capable and that the smaller could keep up their end without over-exerting themselves. Regular rest periods were

scheduled. A water boy made the rounds regularly with good cool water. Another boy did nothing but see that the diggers were supplied with sacks or baskets whenever needed. Several larger boys were appointed to load the sacked potatoes on a wagon drawn by a tractor. It all sounds complicated, but it gave the youngsters a sense of competition and teamwork and made the whole operation far more efficient. Each youngster quickly learned his individual tasks and everything went smoothly. Lots of the boys earned spending money to see them through the rest of the year.

Another example of this was that of the bean grower who followed pretty much the same system and then each day paid his youthful bean pickers with stacks of bright shiny dimes. Not even a pile of dollar bills is as pretty as the same amount of money in a pile of dimes.

These and many other such things were grist for our informational and educational mill. Working through the local papers, through the schools, through the Parent-Teacher Associations and through local civic groups, we informed the youngsters of the need and found many ready volunteers for farm work during vacation and during weekends. In many parishes, the schools rearranged their sessions, with the consent of the parents, to begin the term late or end it earlier than usual so boys and girls could help out with farm work. In all of our stories we were careful to mention that the youngsters who volunteered under the VFV program would have safe transportation to and from the farm where they worked and that they would have intelligent supervision and would not be required to work too hard or do dangerous work. During the entire time that this program has been under way in Louisiana, there have been no serious accidents or unpleasant incidents.

In encouraging the maximum use of labor-saving machinery and labor-saving devices and techniques, we have emphasized the importance of keeping machinery in repair and of keeping it busy through custom work or cooperative use. I might add that during the war years the South has gotten a completely new idea of what can be done with proper use of farm machinery and such devices as cross-plowing of cotton. I can tell you that more tractor sheds than ever before are going up in the South, but fewer tenant houses.

But in regard to utilization of machinery, I believe that we have done our best work by means of the farm and home labor-saving shows that were held in Louisiana during the past year and will be held in many other towns and communities hereafter.

These shows were sponsored by the emergency farm labor program of the Extension Service. In staging them we had the cooperation of the parish agricultural agents and home demonstration agents, the farm organizations, the home demonstration councils, the farm machinery wholesalers and retailers in every community, the Louisiana State University agricultural experiment station, the Louisiana farm council, and virtually every other agency or organization interested in the welfare and progress of agriculture.

The purpose of the shows was to demonstrate what can be done by use of farm machinery, to show farmers the new machines that are coming on the market,

and, above all, to show what the farmer himself can do through a little industry and ingenuity. The shows were staged on fair grounds, on the campuses of various colleges and schools, and on the grounds of former prisoner of war camps--at any strategic location where facilities and space were available.

Space was made available free to manufacturers and retailers of all kinds of farm and home equipment, everything from tractors and potato shredders to radios and washing machines. And we got an excellent response. But the emphasis was not alone on the products of the manufacturers. We were particularly interested in the home-made devices and inventions of the farmers themselves.

The farmer is an ingenious cuss. He has to be, to make a living farming. And there is hardly a farmer who hasn't some pet contraption that he made himself on his own farm, in his own machine shop, to make some hard job a little easier. In preparing for a farm and home show, one of the first things we did was to contact farmers throughout the vicinity and offer them our help in exhibiting at the show any home-made invention that might be of use to any other farmer. These home-made inventions were the real feature of the show.

You would be surprised to see the things we found. Everything from home-made tree shakers, used in harvesting pecans, to a tractor attachment that does everything from breaking the ground and distributing the fertilizer to planting the seed in one operation. That invention since has been sold by the farmer who invented it and is being manufactured commercially.

There were home-made fence post drivers, home-made fertilizer distributors, home-made rice wagons and sugar-cane loaders, home-made hoeing machines, home-made potato shredders, and even a home-made tractor that one farmer made during the war from old scrap iron and automobile parts.

Our first step in planning these shows was to secure the cooperation of all the agencies that I have mentioned and begin contacting all the individuals that would be interested in taking part. We began our publicity work on a Statewide basis with stories and radio scripts and talks on plans for the shows and their purposes. We began with stories sent out from the State office to all the newspapers and radio stations. Then, as the date for the first show approached, we got down to work on a local basis.

The groundwork had been laid. All we had to do was point out to the local editor that virtually all the major home appliance and farm machinery dealers planned to have booths at the show. It didn't take the editor long to get the bit in his teeth. Our only job was to supply enough copy to fill in the space around the ads. Our farm and home labor-saving shows were preceded by a real barrage of publicity, winding up in special editions and special sections a short time before the show was held. I want to emphasize that we ourselves did not sell a single ad or render any service to any commercial company. All we did was supply the editor with an idea and after it had been done once or twice we didn't even have to do that.

Radio stations were similarly cooperative and in all towns where a station was located, the shows were fully advertised by radio and special broadcasts were made from the shows. Our largest clear channel station on several occasions sent its farm director with his mobile transcription unit and stories about the Louisiana farm and home labor-saving shows were aired over a national network.

The commercial companies took care to see that their own exhibits were duly advertised. The local agencies and civic groups whose cooperation we secured handled their own information work. And here's something else I would like to point out. In all our stories, photographic lay-outs and radio material we played up the connection between proper use of machinery and food production and emphasized the contributions of individual farmers and the inventions they exhibited. I don't need to remind any of you that while a story on some exhibit by a commercial company probably will go right into the editor's wastebasket, a good story about Farmer Jones' home-made fertilizer distributor may get a three or four-column spread on the feature page.

At the beginning, we fed the daily newspapers and weeklies and radio stations throughout the State every line and every picture we thought they could take--and got excellent results. After we figured we had done our best in this line, we let the Statewide angle rock along and concentrated on the local build-up, beginning with early advance stories and culminating in a special edition, all arranged through the whole-hearted cooperation of most local editors.

I would like to emphasize again that the farm and home labor-saving shows were local affairs arranged by local people. The State office supplied only assistance and advice. Everyone of our shows was different. Each was local and featured local people, the booths of local dealers, and the inventions of local farmers.

And those are the highlights of our informational program in Louisiana. I haven't the time to tell you of all the special problems that arose or the special work we had to do. And, as I understand it, this session is devoted more to editorial and informational work rather than to any discussion of our farm labor organization in Louisiana and exactly how it works and the other problems it may have faced.

One more job I might mention was that of preparing the public for the appearance of 3,000 laborers from the West Indies who were to be brought in last fall to help with the cane and rice harvests and replace the prisoners of war who had been sent home. For obvious reasons, we did not do a great deal of informational work regarding the use of prisoners of war. Nor did we do a very great deal with regard to the presence of the West Indians. This was mainly a job of transportation, distribution, housing and allocation. But we felt that we had to make clear to the public several things--the reasons why these men were being brought in, the fact that they would not be used to replace local labor or drive wages down, the fact that they were free labor and not POW's or something like that. This was the first time that such a large number of foreign workers had been brought into Louisiana and we felt that a little informational work along those lines was necessary.

You will notice that we have emphasized cooperation with radio stations and daily and weekly newspapers and personal contacts with groups and individuals in our information work. Many of you have made far greater use of special publications, posters and bulletins. Those of you who are familiar with conditions in the South will understand me when I say that we had our doubts as to whether some of the methods so helpful elsewhere would work as well in Louisiana. Nor did we think it advisable in Louisiana to try to recruit white women for farm work or school boys and girls from the larger cities.

In summing up, I would like to say that in the opinion of us folks down in Louisiana, the ingredients of a successful farm labor information program are simple. They include an understanding of the situation, a thorough campaign based on the facts, and straightforward dealing with newspaper and radio people. There is no place in agricultural information work for the promoter or the man who does not know what the newspapers and radio stations want and need. From the smallest weekly to the biggest daily, from the 250-watter to the 50,000-watt clear channel station, they are quick to detect the exaggerated and the unsound. When the situation has been explained to the newspaper and radio people, when they know the need and the facts, they will just about do the job for you.

You will notice that we have placed a good bit of emphasis on most efficient use of available labor and farm machinery, on education and information. I think that quite likely that will be the main feature of the farm labor program in the future.

INFORMATION SERVES THE WHOLE FARM LABOR PROGRAM

by

Elton K. Hanks*

Information is a part of our work in New York State. It seems unnecessary to have to discuss an information person as a part of the farm labor staff. We have just accepted it.

We want to create a change in our extension work. It is the same so far as I can see with our farm labor program. We want farmers to do things, we want to create changes in their practices. We want to stimulate them. We want to have other people, the general public, informed about what we are doing, so that if they haven't anything to contribute at least they don't get in the way. All of this, well informed opinions, good judgment, depends upon accurate information. We have put emphasis on trying to keep people informed. We feel that keenly, but the other reason for using information seems to be the most important. A third thing that we don't do too well, but we at least admit faults, and realize that we should be doing it better, is keeping our administrators informed of what we are doing. We have a real responsibility I feel in the State to let Mr. Wilson know what our program is other than sending what he asks for. We realize the Washington office should be kept informed. Our director of extension, our dean, and other people on our campus should know what is doing in our particular field. After all they are responsible for it. They delegated responsibility to us but they have to support us.

The job really starts with an information person about now, when our general policy is established and within it work out the policy for New York State. We will finish our program. Our real plan of action will be developed within the next few weeks, then the information person gets really busy. We think people all over New York State should know what the policy is in connection with farm labor, what the program is, and all about it. Currently they should be kept informed with progress on the program and they should know the results. Some think that an information person is a propagandist, perhaps in a sense they are, but that is not the sense that we treat them in New York State. It is our primary responsibility to handle facts and to get facts before the public and before the people who can use them. If that information person is on his or her job, she or he will enlist the support of the staff first. She will see that the staff realizes all the avenues for reaching people with their subject matter. She will keep reminding that busy person who has the subject matter of things that he should be doing to get his work before the people who can do something about it. At our first conference of farm labor assistants, county agents, and others working on this program, we plan as a very definite part of it a session with our own farm labor person and with the head of the department of information in extension teaching, trying to create in those people an appreciation of the value of doing this information job and telling them something about how to do it, how to write,

---

*Presented by Elton K. Hanks, State Supervisor, Emergency Farm Labor, Extension Service, New York State College, Ithaca, N. Y., at the Regional Farm Labor Conference of the Cooperative Extension Service and Labor Branch, PMA, U. S. Department of Agriculture, January 30, 1947, at Atlantic City, N. J.

how to talk, how to take pictures, a little of all that. She tries to get, as any good worker does, other people to do her job for her as much as possible. We know that the best place to reach people is locally in the county. Your material can be reorganized. She tries first to get the farm labor assistant to recognize the problem and the value of information. She helps them with press articles. One of the most important things that she has done is to encourage those county agents and those labor assistants to use a thing which they have right in their office or near their office, and that is what is known as the farm bureau news; published by and for the organization in our State which sponsors extension service and the county agent has access to it. She supplies stories of a general nature to each of these counties for inclusion in this news and supplies ideas. We do work with farm magazines, trade papers, organization sheets. It is a wonderful way of reaching people at a relatively low cost. We use the radio of course, everyone uses it now. Possibly 23 or 24 stations fairly regularly. She can remind them occasionally of this way of reaching people. It would be too bad to overlook that possibility.

We have at the college a regular information department in addition to the one we have in our own division that we cooperate with. They send out radio briefs to all the stations - rather fill-ins. Part of our information person's job is to write those paragraphs. We have service letters through all our regular departments - animal husbandry, 4-H, poultry, etc.

The meetings being held over the State, particularly at this season of the year, offer an opportunity to get information to farmers about our part of the job. The best way that we can see of getting that information out through that means is to create in the county agent, and particularly in his farm labor assistant, the urge to do something about this information and he will arrange to get on that program or go at least for an exhibit. Possibly there is an hour or 10 minutes when he could show some slides -- that is very acceptable. Our information person has the job of anticipating all of this thing, of having slides prepared, of taking pictures first and making them into slides and making them available to the county agents. There are grange meetings to which this type of information can be passed out. There are other types of meetings. There is the matter of posters. I am sure if we didn't have an information person on our staff I wouldn't know what was available. It is so tied up with our regular work that we just don't think about it anymore. She assists every member of our staff. She reminds him that here is a subject of yours, a project you have. An information person gives balance to our program.