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REPORT OF
GOVERNOR'S SURVEY COMMITTEE ON
MIGRANT LABOR
(Colorado)

December 1951

INSTRUCTIONS TO
COMMITTEE

INSTRUCTIONS TO THE
GOVERNOR'S SURVEY COMMITTEE ON MIGRANT LABOR

A - Composition of Committee

The Committee is composed of employers, farmers, lawyers, educators, social workers, and representatives of labor selected from the various areas in our state where the use of migratory labor constitutes a problem. Since no funds are available for research and other staff work, I am asking each of the state agencies listed below to designate a technical consultant who will work with the Committee in the collection and analysis of information relating to the problem of migrant labor.

State Department of Public Health
State Department of Public Welfare
State Department of Agriculture
State Industrial Commission
State Department of Education
Department of Employment Security
Vocational Education and Rehabilitation

B - Duties of the Committee

The Committee is to gather and analyze information relative to the problems of migratory agricultural workers as they affect the state as a whole.

C - Fact Finding

1. Determine the amount of seasonal farm labor needed in the state and the areas where such labor is needed, as well as the periods of time for which labor is needed.
2. Determine the number of domestic or resident farm laborers available in the state, the extent to which such labor is fully utilized, and the amount of imported labor needed from outside the state.
3. Determine how information may best be made available to workers regarding employment opportunities in agriculture in the various parts of the state, and, conversely, how farmers may best contact workers when such workers are needed.
4. Determine the adequacy of housing facilities available to agricultural workers in light of accepted standards of health and sanitation.
5. Determine the extent of educational opportunities available for children of migrant families.
6. Determine to what extent the health needs of farm workers are supplied by existing agencies and what effect their health conditions have on the community at large.

7. Determine how much assistance is extended to migratory workers by both public and private welfare agencies and the extent to which the needs are met.

D - Survey of Existing Laws

1. Determine to what extent existing laws apply to migrant workers, particularly in the field of housing, health, education, sanitation and welfare.
2. Determine to what extent such laws are not applicable because of uniqueness of the problem.

E - Interstate Cooperation

Because of the interstate nature of the problem, the Committee should be prepared to work with agencies or similar committees in other states and to hold regional or interstate meetings on the subject if necessary.

F - Recommendations

After the Committee has completed its survey of the scope and nature of the problem, it is expected to recommend to the Governor specific steps which may be taken toward an effective solution to the migrant labor problem.

Instruction to the Committee, 1: Determine the amount of seasonal farm labor needed in the state and the areas where such labor is needed, as well as the periods of time for which labor is needed:

Findings: According to the Department of Employment Security, the estimated total need for seasonal farm labor for the year 1950, depending on the time of the season, ranged from 2,335 to 93,065 workers. These figures represent the estimated number of workers needed in addition to the farm operators. ¹

The above estimate may be further explained by the following table:

Total workers needed, exclusive of farm operators
From 2,335 in April to 93,065 during peak

Local supply (those available locally)
From 2,000 in April to 63,190 during peak

Intrastate (those from other areas of Colorado)
From 200 in April to 14,545 during peak

Interstate (those from states other than Colorado)
From 135 in April to 18,405 during peak

These workers were needed in Northern Colorado, the San Luis Valley, the Arkansas Valley, the Western Slope and the San Juan Basin to work in the crops during the times designated following:

Onion weeding, late April to late July
Sugar beet thinning and hoeing, late May to late July
Hay harvest, early June to late October
Vegetable harvest, early June to early November
Small grain harvest, late June to early August in major areas
Fruit harvests, early July to early November
Potato harvests, from early July to late October
Sugar beet harvest, early October to mid-November

1. 1. See Exhibit I, Appendix, for detailed charts on numbers of workers, areas in which they are required, and periods of time they are needed.

Instruction to the Committee, 2: Determine the number of domestic or resident laborers available in the state, the extent to which such labor is fully utilized and the amount of imported labor needed from outside the state.

Findings: The Department of Employment Security estimated in round figures that the normal peak labor force engaged in farm work during the 1950 season was 139,000. The breakdown of this figure follows:

Farm operators - - - - -	50,000
Members of farm families - - -	25,000
Residents of other Colorado communities - - - - -	50,000
Workers from other states - -	14,000

The amount of labor needed from outside the state, then, is probably 14,000 workers.

The report of the Subcommittee on Recruitment, Transportation, and Placement of this Committee found considerable evidence that neither the local supply of farm labor, nor the agricultural workers from outside the state are fully utilized.²

F. A. Anderson, Director of the Extension Service, Colorado State College of Agriculture and Mechanical Arts, Fort Collins, indirectly refers to failure to utilize farm labor fully by recommending that "education and research for farmers and workers would contribute greatly to more efficient labor utilization" in a report of the Farm Labor Program, Colorado, 1943-1947.

The Subcommittee investigation indicated that while some of the private recruitment agencies made some attempt to coordinate their recruitment activities with the Department of Employment Security, they did not always do so; moreover, the Department of Employment Security has not been and is not adequately staffed to do a complete job of recruitment of farm labor.^{2A}

2. See Exhibit II, Appendix
2A. See Exhibit IIA, Appendix

Instruction to the Committee, 3: Determine how information may best be made available to workers regarding employment opportunities in agriculture in the various parts of the state, and, conversely, how farmers may best contact workers when such workers are needed.

Findings: Information may best be made available to workers and farmers may best contact workers through the Department of Employment Security provided the Department is granted sufficient appropriation to accept this responsibility. There is no other logical clearing house for this purpose. Adequate personnel including a considerable number of qualified bi-lingual personnel, posters, pamphlets, road signs, rest stops and wholehearted cooperation from growers and processors are necessities if the Department of Employment Security is to be enabled to do an efficient job of farm labor recruitment. ³

3. See Exhibit III, Appendix

Instruction to the Committee, 4: Determine the adequacy of housing facilities available to agricultural workers in light of accepted standards of health and sanitation.

Findings: Some of the public agencies and private interests which have knowledge of housing for migrant farm workers in the state appraise the housing as "inadequate and unsatisfactory in some areas of the state." They regard the surveys of past years as "spotty and as indicating some poor housing for seasonal workers."

Public agencies which have attempted in the past to improve housing conditions for both resident and seasonal farm laborers point out that Colorado, like many other states, does not have a housing code which would lead to correction of the substandard conditions.

In a report just released entitled "Migrant Farm Labor in Colorado, A Study of Migratory Families," Dr. Howard E. Thomas* reported his findings on housing for migrant farm labor in Colorado as follows:

"Most of the migrant families (90%) lived in open country areas. The remaining 10% lived in towns or villages.

During the 1950 season, 42% of the migrant families were found in labor camps and nearly 50% in houses provided by growers."

. . . "The 262 households in the study, containing 1,513 persons, were living in a total of 458 rooms. The average amount of living space for a migrant and his family was therefore 1.76 rooms which had to be shared by 3.3 persons.

"About half of the households lived in one room, or less (four households shared two tents). About 32 per cent lived in two room

* Thomas, Howard E. and Taylor, Florence, Migrant Farm Labor in Colorado, A Study of Migratory Families, National Child Labor Committee, 419 Fourth Avenue, New York 16, New York, November, 1951, pp. 35, 41, 37-41.

Dr. Howard E. Thomas, formerly on the staff of A. & M. College, Fort Collins, was granted a leave of absence from his duties as Associate Professor of Rural Sociology at Cornell University to direct the study of migrant labor in Colorado between July and October, 1950. The report is based on data collected during that period from 262 families with 1,513 members, in four general areas in Colorado--the Arkansas Valley, Northern Colorado, the San Luis Valley, and the Western Slope.

units and about 14 per cent in three room units. Five per cent of the households had four rooms (one family in this group had five rooms). The above data refer to all rooms. When the analysis is restricted to sleeping rooms, the breakdown shows that out of a total of 458 rooms, 347 were used for sleeping purposes. Only forty-five (17.2%) of the households had any room used solely for sleeping purposes." 4

4. See Exhibit IV, Appendix, for full description of good, average, and poor houses and good, average and poor camps.

struction to the Committee, 5: Determine the extent of educational opportunities available for children of migrant families.

Findings: THEORETICALLY there is educational opportunity for migrant children but PRACTICALLY there is almost none.

Theoretically, there is opportunity for education in the:

- a) public schools;
- b) nurseries or the day schools in the labor camps at Fort Lupton and Palisade (conducted by the Migrant Ministry staff, Colorado Council of Churches); and
- c) occasional specialized education programs in the first grades of the public schools.

Practically speaking, the public schools are unable to take care of a seasonal, non-resident school population; even if they have adequate physical facilities, they do not have the staff and other resources to provide a kind of educational program which has any meaning for migrant children.

There are many problems which make it difficult or impossible for migrant children to get an education even when a school administrator and/or his teachers are willing to try to provide educational opportunity. Following are summarized these problems as reported by county and city superintendents of schools in Colorado in answer to a questionnaire sent them by the Subcommittee on Education.⁵

Non-attendance and irregular attendance by the children
Inadequate compulsory school attendance law
Retardation and grade placement problems of children
Migrant parents non-cooperative
Attitudes of grower-employers
Closing of schools during harvest season
Overcrowding and disruption in the schools

In addition to these problems as listed by school superintendents, there were reports to the Subcommittee on Education that objections from resident pupils and parents, or growers, or the community to the presence of migrant children in the public schools often discourage or prevent the schools from trying to get the migrant children into school or from keeping them in school.

Following is a tabulation of the recommendations made by the county and city superintendents of schools for action by the State of Colorado to increase educational opportunity for migrant children.⁵

Administrative Recommendations

Attendance law should be enforced
Attendance law should be rewritten
Register children of the migrants and make them report to the school districts
General funds apportioned by attendance rather than census
Federal Aid to schools with this problem
Special curriculum and special teachers
Extend age limit to 18 years of age
More supervision of schools by the State Education Department
Rotation course made standard
Stop transportation of children from state to state
Provide year-round employment for parents
Enforceable penalty for employers who hire children

Legislative Recommendations

Rewrite the attendance law
State aid for help with this problem
Class-room units based on attendance, not on census
Extra and specialized teachers
Stronger truancy law
Stiff penalty for parents who won't send their children to school
Force processors to help the school children
Control way these children are transported from state to state
Provide for year-round employment for the parents
Reciprocity with Texas, New Mexico, and Oklahoma

Recommendations of the Subcommittee on Education (and Child Labor) appear in the section on Recommendations

⁵. See Exhibit V, Appendix, for full text of superintendents' recommendations.

Instruction to the Committee, 6: Determine to what extent the health needs of farm workers are supplied by existing agencies and what effect their health conditions have on the community at large.

Findings: With the exception of very limited, experimental health programs which have been provided by public health agencies and food processors⁶ there is practically no health or medical service available to migratory agricultural workers and their families.

This Committee received reports—but no documentation—of migrant-borne disease transmitted to cattle in northern Colorado. The Committee also received reports and opinions that migrant health conditions constitute a *potentially serious menace to the health of the community at large as well as to livestock.*

State and local public health authorities reported they are unable to provide adequate public health services to migrant workers with their present staffs either in the areas with local health departments or in areas where no local health department exists.

This Committee has been unable to secure current or general information on the health conditions of migrants and their effect upon the communities in which they live and work. The only data forwarded to the Committee are included in Exhibit VI, Appendix. This is a report of a Migratory Labor Health Program conducted at the Fort Lupton Farm Labor Camp by the Weld County Health Department, the Colorado State Department of Health, the Colorado State and Weld County Tuberculosis Associations, the U. S. Public Health Service, and the Great Western Sugar Company. The program was a demonstration of cooperative effort to provide public health services which could be rendered to many more communities.

6. See Exhibit VI, Appendix, detailed report of Fort Lupton program.

Instruction to the Committee, 7: Determine how much assistance is extended to migratory workers by both public and private welfare agencies and the extent to which the needs are met.

Findings: While it was impossible to determine "how much" assistance is available to migratory workers, or the "extent to which the needs are met," it would seem accurate to state that some welfare assistance is extended to migratory workers by both public and private welfare agencies, but even the emergency welfare needs of migrants are by no means met.

County welfare departments, according to information received from some of the directors, generally cannot meet these needs because (1) migrants do not meet residence requirements for welfare assistance other than "dire emergency" needs; (2) the county budgets for this category of assistance are so limited that it is often impossible for county departments to grant even "dire emergency" assistance; and (3) in many cases the families do not ask for welfare assistance because (a) there is a language handicap and/or (b) they are familiar with residence requirements and feel it is useless to apply.

The following statement by one county welfare department director partly answers instruction 7 presented here so far as the public agencies are concerned:

"..... No employable family, resident or non-resident, needing General Assistance receives General Assistance other than necessary medical care in our County. Children and adults go hungry and cold in the employable families even though they are in need, even though the head of the household was unable to earn enough to support the family for a full year. A number of other Counties in the state have the same policy--made by the local Boards of Public Welfare. The basis for this is to save the taxpayers money, which we are all 100% in accord, if that can be done without undue hardship on human beings--resident or migrant...."

As for welfare assistance to migrants from private agencies, Mrs. Katherine Alt Smith, Supervisor of Migrant Ministry in Colorado and New Mexico, Division of Home Missions of the National Council of Churches, says:

"During periods of unemployment and (or) insufficient employment, children, youth, and adults are hungry and (or) ill and must have relief. A private agency, discovering such cases, refers first to the local public agency. If refused, as is often the case for migrants, essential food, supplies, or medical care are sought from various community groups and individuals. However, this kind of care is spotted, inadequate, and temporary."

The Subcommittee on Welfare (of the Governor's Survey Committee on Migrant Labor) sent questionnaires to all the directors of County Departments of Public Welfare in the state. Following is the summary of the information obtained in those questionnaires:

How many migrants do you estimate applied for public assistance during the first nine months of 1950?

Of the 63 counties in the state of Colorado, 36 counties reported a total of 560 applications for welfare assistance from migrant laborers during the first nine months of 1950. Weld County had by far the greatest number of applications for welfare assistance of any county in the state--more than four times the number reported by Mesa County which had the second highest among the 36 counties which reported they had applications for assistance from migrant families.⁷

Do you feel that your department has had an increased number of applications from needy migrants in 1950 as compared with the same nine months of 1949?

Twenty-six (26) of the 36 counties which had any dealings with migrant labor reported no increase in applications for assistance from migrant families in 1950 over 1949, while 10 counties reported an increase over the same period.⁷

Do any migrants come into your community as a result of recruitment of laborers from other areas?

Migrants come as the result of recruitment in 21 of the counties; migrants apparently "come on their own" to 15 other counties.⁷

7. See Exhibit VII, Appendix

Instruction to the Committee, D: 1. Determine to what extent existing laws apply to migrant agricultural workers, particularly in the field of housing, health, education, sanitation, and welfare, and 2. Determine to what extent such laws are not applicable because of uniqueness of the problem.

Findings: Existing laws in the field of housing, federal and state, have little application so far as migrant farm workers are concerned. There is no state housing code to establish a minimum standard for seasonal farm labor housing. Possibilities of providing housing under the Federal Housing Act are limited in Colorado because the Colorado Enabling Act only permits cities above 5,000 population to create housing authorities which may apply for federal loans to build low-cost public housing and operate public housing. (The Colorado Legislature did amend this Act in 1951 to permit Weld County to create a County Housing Authority to acquire federal labor camps to be used for housing agricultural workers.)

Colorado health laws as enacted in 1947 make it possible for the State Board of Health to effect some improvements in public health services provided the Colorado Legislature appropriates funds for this purpose. Likewise, the Colorado Department of Public Health Laws, approved 1947, amended 1949, give power to the State Department of Public Health to establish and enforce minimum general sanitation standards; however, this means little unless adequate staff is provided by an increase in appropriation to enforce and maintain the standards. In the field of health and sanitation more than in any other area, there is authority and power of the law to improve conditions of migrant farm labor; with state appropriation to expand services and increase staff, a minimum program to improve migrant farm labor conditions could be established.

According to the county and city school superintendents in areas affected, the state compulsory school attendance law is weak and inadequate, state aid to

schools is apportioned on a basis which does not take into account the needs of migrant children, and federal aid and/or more state aid for schools is needed.

State laws impose strict residence limitations on eligibility for most forms of public welfare assistance which migrant families cannot meet. Of the various forms of public assistance, only general assistance is available to migrant families and that on a limited and emergency basis.

The federal social security law (Old Age and Survivors Insurance) excludes seasonal--or temporary and migrant--farm labor. (The 1950 amendment covers only regular, full-time, year-round farm workers.) According to the chairman of the Industrial Commission, all of the Colorado labor laws specifically exclude farm and ranch labor.⁸ This means, among other things, that Unemployment Compensation and Workmen's Compensation are not available to the migrants. The federal Fair Labor Standards Act, as amended in January, 1950, prohibits children under 16 from working in agriculture--previously they had been forbidden in all other work except agriculture--during the time school is in session in the district in which the children are residing. Some communities in Colorado have evaded this federal requirement by closing the schools during certain harvest seasons; specifically, potato growing districts in the San Luis Valley.

The Sugar Act of 1937, renewed in 1948, specifically forbids the labor of children under 14 in sugar beets and provides penalties in the form of forfeiture of beet support payments to the growers for violations.

Many state and federal laws are not applicable to agricultural migrant workers because of the uniqueness of their problems. The benefits provided by law, both state and federal, presuppose that the persons involved have roots in the community, that they remain under the supervision of a single employer continuously for reasonable periods of time, that they constitute a cross-section of income levels, that the workers remain in one place or at one job long enough

8. See Exhibit VIII, Appendix

to make record-keeping possible and practical, that they possess some of the qualities of legal residence. None of these presumptions apply to the agricultural migrants during their major employment. They are in the employ of one person for only a few days at a time, or at most a few weeks. During half or more of each year, the agricultural migrants work in states other than the state in which they maintain residence. Due to weather and crop conditions wholly beyond their control or that of their farmer-employers, the migrants are often unable to work. The migrants' ability to earn and their very usefulness to the communities depend in large measure upon their mobility, upon their not being rooted in any one place. In short, existing protective laws and regulations and practically all forms of benefits to other workers exclude or do not apply to agricultural migrants. There is no justification for a special survey committee to define and analyze these problems or for a special consideration of, or approach to, these problems except that they are unique.

RECOMMENDATIONS

GENERAL RECOMMENDATIONS

The Governor's Survey Committee on Migrant Labor respectfully urges the Governor to appoint a permanent Governor's Committee on Migrant Labor to consist of a representative from each of the following state agencies: Health, Employment Security, Welfare, Vocational Education and Rehabilitation, Industrial Commission, Agriculture, Education, and State Highway Patrol, and an equal number of citizens at large (to serve without pay) representing farmers, processors, organized labor, agricultural labor, and disinterested civic leaders. The Committee should be charged with responsibility for:

- a) Coordinating the resources of the various state agencies in attempting solutions to the problems of migrant farm workers and periodic evaluation of the work in progress;
- b) Reporting biannually to the Legislature and recommending legislative action where necessary to alleviate problems inherent in the need and use of migrant farm workers;
- c) Seeking means to develop interstate cooperation toward the solution of problems involved in the use of migrant farm workers;
- d) Developing areas of cooperation with federal agencies to facilitate the recruitment, transportation, and placement of migratory farm workers and to utilize available federal facilities to improve housing, sanitation, and health conditions of farm laborers in the best interests of the state;
- e) Continuing to study the problems of migrant farm workers and the agricultural labor needs of the state; and
- f) Sponsoring an annual state conference on migrant labor to afford the citizens of Colorado an opportunity to express their opinions and to contribute of their knowledge, experience, and cooperation.

It is further recommended:

1. That the Governor request each of the above named state department heads to designate the agency representative to the Committee and that sufficient time be allowed these representatives to serve effectively on the Committee as part of their regular duty.
2. That one of the state agency representatives be designated as the Committee's secretary with sufficient time allowed from his usual duties to perform the necessary work for the Committee.
3. That the chairman of the permanent Committee be elected or appointed by the Governor from among the citizen representatives.
4. That regular meetings of the Committee be held at least once each month.

RECRUITMENT, TRANSPORTATION, AND PLACEMENT RECOMMENDATIONS

The Governor's Survey Committee on Migrant Labor recommends that:

1. The State Department of Employment Security should be granted sufficient appropriation to:
 - a) Carry on intensive and effective farm labor recruitment programs;
 - b) Employ sufficient personnel and other resources to make the best possible use of the available agricultural labor supply and thereby to minimize area or seasonal labor shortages and surpluses;
 - c) Enable it to make careful studies in analyzing and planning for the labor market;
 - d) Develop efficient coordinating services among those who recruit farm labor and those who need farm labor; and
 - e) Conduct educational programs among farm laborers on improving their skills and increasing their efficiency; among farmers on improving farm labor housing and employment practices; and among both groups to improve farmer-labor relations.
2. The Governor of the state call upon farmers and their associations and food processors to cooperate with the Department of Employment Security and to coordinate their recruitment activities with the Department in the recruitment and placement of farm labor.
3. The Legislature consider legislation to require labor contractors to be licensed by the State at a substantial fee and to post bond. ("Labor Contractor" is to be distinguished from "crew leader," or "trucker, see Exhibit IV, Appendix.)
4. The Legislature consider regulating trucks transporting agricultural workers by state law and providing for their inspection by the State Highway Patrol.
5. The State of Colorado establish "rest stops" under public supervision.

HEALTH, HOUSING, AND SANITATION RECOMMENDATIONS

The Governor's Survey Committee on Migrant Labor recommends:

1. That the State Board of Health be given adequate appropriation to:
 - a) Provide establishment of additional local health units and expansion of existing local health departments to permit:
 - 1) adequate control of communicable diseases;
 - 2) development and expansion of sanitation service; and
 - 3) development and expansion of public health nursing service.
 - b) Provide the services listed above in areas not included in organized local health departments.
2. That the State Board of Health be asked to coordinate the work of federal, state, and local health services, state and local medical societies, voluntary health agencies, health programs provided by processors, producers, and grower associations to provide maximum efficient public health service to migratory agricultural laborers.
3. That the State Board of Health be asked to seek means of developing interstate health programs among migrant farm workers with emphasis on vaccinations and x-rays prior to the migration period for farm labor.
4. That the Sanitation Division of the State Board of Health, with advice from the recommended permanent Governor's Committee on Migrant Labor, formulate reasonable rules and regulations concerning minimum standards in farm labor housing and sanitation and that they be adopted by the State Board of Health.
5. That the Attorney General be asked to clarify whether the State Board of Health has authority under the present law to enforce compliance with minimum standards in farm labor housing and sanitation.
6. That the State Board of Health be given the authority by legislation to enforce compliance with minimum standards in farm labor housing and sanitation if it is determined the State Board of Health does not now have that authority.
7. That the Colorado Enabling Act of 1937 be amended to permit municipalities of 1,000 (instead of the present 5,000) or more persons to establish local housing authorities making it possible for smaller communities than the Act now permits to provide low cost public housing for farm labor.

EDUCATION AND CHILD LABOR RECOMMENDATIONS

The Governor's Survey Committee on Migrant Labor recommends that:

1. The State Board of Education be asked to develop and conduct an educational program, beginning with regional conferences of school administrators, teachers, and the teacher-training institutions, to study the special needs in education of migrant children and to develop practical in-service training programs for teachers to help them in meeting these problems.
2. The State Board of Education be asked to take leadership in developing practical and special curriculum to meet the educational needs of migrant children.
3. The State Board of Education be asked to develop and conduct an educational program to inform parents and employers of their responsibilities in complying with the school attendance law and to secure their cooperation in getting migrant children into school. The State Board of Education should seek the assistance of the State Department of Agriculture, Parent-Teacher Associations, growers' associations, farm organizations, and education organizations.
4. The Legislature refer to the people of Colorado a constitutional amendment to remove the existing conflict between the State Constitution and state law on school attendance, to be voted upon at the November 1952 election.
5. The Legislature enact into law the proposed School Finance Bill which contains provisions to enable the schools to provide more educational opportunity for migrant children.
6. The Legislature amend the state Child Labor Law to make it consistent with the state compulsory school attendance law and the child labor provisions of the federal Fair Labor Standards Act.

WELFARE RECOMMENDATIONS

1. The Governor's Survey Committee on Migrant Labor recommends that the Legislature re-establish appropriations to the General Assistance fund for allocation to counties.

WAGE RECOMMENDATIONS

1. The Governor's Survey Committee on Migrant Labor recommends that the Legislature consider legislation to authorize the State Industrial Commission or the Department of Employment Security and the Department of Agriculture together with the permanent Governor's Committee on Migrant Labor to develop procedures for holding sectional hearings in the state annually to determine fair and reasonable wages in agriculture for crops other than sugar beets (for which there is already a federal procedure).

APPENDIX

EXHIBIT I

Agricultural Labor Demand and Supply Estimates for Colorado, 1950, by Area, Crop, and Period

Prepared by State of Colorado, Department
of Employment Security

In accordance with the agreement made during the meeting of the Governor's Survey Committee on Migrant Labor, we submit the following data concerning migrant labor in the State of Colorado.

Estimates of the amount of seasonal farm labor needed in the State are shown in the following table. This table indicates the estimated needs by crop, giving state totals and the breakdowns by area, as well as the periods of need in each area.

1. Under "Crop and Activity" is shown the crop and activity needing labor. If more than one area is involved, each area is shown separately under State total.
2. Under "Period of Need" is shown the normal beginning and ending dates of the activity by area.
3. Under "Acreage Estimate" is shown the estimated total acreage or area acreage of the crop.
4. Under "Estimate of Yield" is shown the normal yield per acre for the crop by area.
5. Under "Worker Production" is shown the average amount of work done by the workers.
6. Under "Estimate Labor Need" is shown the estimated labor need for the crop activity, arrived at by dividing the acreage by the worker production. This is shown as state total and by area where necessary.
7. Under "Labor Supplies" is shown the amount of labor estimated to be available from within and without the State.
 - a. "Colorado"
 - (1) Under "Local Area" is shown the estimated labor available in the community where the workers are needed.
 - (2) Under "Other Areas" is shown the estimated labor available in Colorado but are those workers who will be moved from their homes to other communities to work.
 - b. "Out-of-State"
 - (1) Under "Normal Migration" is shown the estimated labor to be available who will come into the State on their own or be brought in by employers.
 - (2) Under "To Recruit" is shown the estimated labor which must be recruited from other states.

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. Per cent of Females	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Re-cruit		
Onion Weed-Total		16435			5480	4100	820	560	0		New Mexico
No. Colorado	5/25 - 8/6	7135		1to3A	2475	1600	450	425	0	25%	
West. Slope	5/10 - 7/30	2000		"	670	500	170	0	0	25%	
Ark. Valley	4/25 - 6/30	7000		"	2335	2000	200	135	0	20%	
Cab. Plant Set											
San Luis Valley	5/10 - 5/30	1400		4to7A	800	600	200	0	0	15%	
Caul. Plant Set											
San Luis Valley	5/10 - 5/30	1400		4to7A	800	600	200	0	0	15%	
Sugar Beet											
Thin - Total		177800			17340	5825	2840	1630	7045		Tex, N.M.
No. Colorado	5/20 - 7/20	135000		Hand 1 to 10A - Mech 2 1/2 to 50A	13150	3525	1920	1280	6425	10%	
West. Slope	5/20 - 7/20	8500		"	840	390	220	50	180	10%	
Ark. Valley	5/20 - 7/10	32000		"	3120	1680	700	300	440	10%	
San Luis Valley	5/25 - 7/1	2300		1to10A	230	230	0	0	0	0	
Truck Crop Weed											
Ark. Valley	5/20 - 7/5	1700		1to7A	245	245	0	0	0	15%	
Tame Hay Har.											
Total		834960			5560	4280	1010	270	0		Trans., Var.
No. Colorado	6/1 - 9/30	289400	2 Ton	1to150A	1930	1500	430	0	0	0	
West. Slope	6/1 - 10/30	242980	"	"	1620	1000	400	220	0	0	

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Procuc-tion	Est. Labor Need	Labor Supplies				Est. Per cent of Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr	To Re-cruit		
Ark. Valley	5/25 - 10/6	150880	2 Ton	1to150A	1000	900	50	50	0	0	
San Luis Valley	7/10 - 9/20	94700	"	"	630	500	130	0	0	0	
San Juan Basin	6/5 - 9/15	57000	"	"	380	380	0	0	0	0	
Green Fea Har. Total		10700			4950	2950	350	1500	150		N. Mex., Tex
No. Colorado	6/10 - 8/6	3850	1.3 Ton	3to7A	900	900	0	0	0	0	
Ark. Valley	5/25 - 7/5	350	"	"	150	150	0	0	0	20%	
San Luis Valley	7/10 - 9/30	6500	1.5 Ton	3to5A	3900	1900	350	1500	150	30%	
Truck Crop Har. Total		7800			6890	5500	610	780	0		N. Mex.
No. Colorado	6/10 - 10/14	6100	Varied	1to1.3A	4680	3600	400	680	0	40%	
Ark. Valley	6/1 - 11/10	1700	"	1to1.5A	2210	1900	210	100	0	20%	
Melon Weed											
Ark. Valley	6/1 - 6/30	3250		1to7A	465	350	75	40	0	20%	N. Mex.
Seed Crop Weed											
Ark. Valley	6/1 - 8/6	5000		1to7A	715	515	125	75	0	10%	N. Mex.
Small Grain Har. Total		3533800			26075	17500	3095	2470	3010	0	Various
No. Colorado	7/1 - 7/30	1809700	20 bu.	1to150A	13415	9205	1350	1450	1410	0	
West Slope	8/1 - 10/14	140800	25 bu.	"	1000	800	170	30	0	0	
Ark. Valley	6/25 - 9/30	1421600	25 bu.	"	10540	6600	1400	940	1600	0	

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. Per cent of Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Re-cruit		
San Luis Valley	8/1 - 9/20	91700	20 bu.	1to150A	620	495	75	50	0	0	
San Juan Basin	7/25 - 8/30	70000	"	1to150	500	400	100	0	0	0	
Cherry Harvest Total		4380			3360	2740	620	0	0	0	
No. Colorado	7/1 - 10/20	2860	1720#	1to1.3A	2195	1700	495	0	0	50%	
West. Slope	6/25 - 8/10	575	"	"	440	315	125	0	0	25%	
Ark. Valley	7/25 - 8/20	900	"	"	690	690	0	0	0	20%	
San Juan Basin	7/15 - 8/5	45	1500#	"	35	35	0	0	0	20%	
Cucumber Har. Total		3100			870	580	150	140	0		
No. Colorado	7/25 - 10/6	2240	225 bu	2to7A	640	400	100	140	0	60%	Tex., N.M.
West. Slope	7/10 - 10/10	300	"	"	80	80	0	0	0	10%	
Ark. Valley	6/20 - 10/5	560	"	4to15A	150	100	50	0	0	15%	
Early Potato Har. Total		7840			785	785	0	0	0		
No. Colorado	7/8 - 9/30	6000	200 bu	1to10A	600	600	0	0	0	15%	
West. Slope	7/20 - 9/10	800	"	"	80	80	0	0	0	10%	
Ark. Valley	7/1 - 8/30	1040	"	"	105	105	0	0	0	5%	
Late Potato Har. Total		60210			8140	5170	1025	1470	475		N. Mex., Tex. & Neb.

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. % Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Recruit		
No. Colorado	9/25 - 10/30	17840	250 bu	3to20A	2670	1800	500	370	0	20%	
West. Slope	10/10 - 11/20	6170	"	"	925	700	125	100	0	10%	
San Luis Valley	9/25 - 10/30	35000	220 bu	1to8A	4375	2500	400	1000	475	30%	
San Juan Basin	9/25 - 10/20	1200	175 bu	1to7A	170	170	0	0	0	10%	
Spinach & Lettuce Total		2550			475	200	225	50	0		Calif & Ariz.
West. Slope	7/1 - 9/30	2050	100cr.	1to5.5A	375	100	225	50	0	15%	
San Luis Valley	7/20 - 9/6	500	"	1to5A	100	100	0	0	0	10%	
Snap-Wax Beans Har. Total		2570			2310	1180	200	930	0		Tex & N.Mex.
No. Colorado	7/10 - 9/20	2150	3.5 T.	1to1.1A	2030	900	200	930	0	40%	
West. Slope	8/10 - 8/30	1200	4 Ton	2to3A	80	80	0	0	0	20%	
Ark. Valley	7/25 - 9/20	300	"	"	200	200	0	0	0	20%	
Onion Harvest Total		16435			4110	2700	650	760	0		N.M & Tex
No. Colorado	9/1 - 10/14	7435	(50#sa) 500 sa.	1to4A	1860	1100	200	560	0	15%	
West. Slope	9/20 - 11/10	2000	"	"	500	300	150	50	0	10%	
Ark. Valley	7/20 - 11/20	7000	"	"	1750	1300	300	150	0	15%	
Native Hay Har Total		706570			3435	2600	600	235	0		Transient, Various

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. % Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Re-cruit		
No. Colorado	7/15 - 9/30	163450	1 ton	1to200A	820	400	300	120	0	0	
West. Slope	8/10 - 11/30	75620	"	"	280	280	0	0	0	0	
Ark. Valley	7/20 - 10/20	357700	"	"	1785	1500	200	85	0	0	
San Luis Valley	8/10 - 11/30	105600	"	"	530	400	100	30	0	0	
San Juan Basin	8/1 - 9/10	4200	"	"	20	20	0	0	0	0	
Berry Harvest											
No. Colorado	7/15 - 11/16	350	Various	5to1A	1750	1750	0	0	0	0	60%
Apricot Harvest											
Total		665			445	335	110	0	0		
West. Slope	7/20 - 8/12	615	400 bu	1to1.5A	410	300	110	0	0	0	20%
San Juan Basin	7/20 - 8/15	50	"	"	35	35	0	0	0	0	15%
Apple Harvest											
Total		7430			6290	5240	775	275	0		Kans., Neb., Okla., Utah
No. Colorado	8/10 - 10/30	1190	219 bu.	1to1.2A	990	990	0	0	0	0	20%
West. Slope	9/20 - 10/14	2850	"	"	2475	2000	375	100	0	0	15%
Ark. Valley	9/20 - 11/10	2040	"	"	1700	1350	200	150	0	0	15%
San Juan Basin	8/1 - 10/20	1350	200 bu	"	1125	900	200	25	0	0	20%
Tomato Harvest											
Total		5340			1600	1040	385	175	0		N. Mex., Tex.
No. Colorado	8/10 - 10/20	1140	8 ton	3to10A	340	340	0	0	0	0	25%

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. % Female	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Re-cruit		
No. Colorado	8/10 - 10/20	1140	8 ton	3to10A	340	340	0	0	0	25%	
West. Slope	8/20 - 10/30	1700	7 ton	"	510	300	110	100	0	20%	
Ark. Valley	8/20 - 10/20	2500	8 ton	"	750	400	275	75	0	20%	
Pear Har. Total		1055			840	650	150	40	0		Okla. Utah Kans. Neb
West. Slope	8/10 - 9/10	1015	193 bu	1to1.2A	810	620	150	40	0	20%	
San Juan Basin	8/15 - 9/5	40	160 bu	1to1.5A	30	30	0	0	0	15%	
Melon Harvest											
Ark. Valley	8/10 - 10/6	3250	154 cr	1to3.5A	930	800	130	0	0	15%	
Cabbage Har. Total		1900			1135	900	135	100	0		N. Mex.
No. Colorado	8/15 - 10/15	500	12 ton	1to1A	500	500	0	0	0	10%	
San Luis Valley	8/25 - 10/6	1400	"	5to11A	635	400	135	100	0	10%	
Dry Bean Har. Total		297200			9900	7080	1660	825	335		N. Mex., Okla.
N. Colorado	8/25 - 10/30	115700	900#	1to30A	3855	3500	355	0	0	0	
West. Slope	8/25 - 10/20	13700	"	"	455	350	105	0	0	0	
Ark. Valley	9/1 - 11/10	114300	"	"	3825	2500	1000	325	0	0	
San Luis Valley	9/15 - 10/15	1000	1500#	"	30	30	0	0	0	0	
San Juan Basin	8/20 - 10/10	52000	350#	"	1735	700	200	500	335	0	

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est. % Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Recruit		
Peach Harvest Total		8340			6950	3400	1185	500	1865		Okla, Utah N.M., Kan Neb, Wyo, Ark. & Mo.
West. Slope	8/20 - 10/6	8000	280 bu	5to6A	6665	3200	1100	500	1865	20%	
San Juan Basin	9/25 - 10/14	340	200 bu	"	285	200	85	0	0	20%	
Cauli. Harvest San Luis Valley	8/25 - 10/6	1400	258 cr	4to11A	510	375	100	35	0	10%	N. Mex.
Dry Pea Harvest San Luis Valley	9/1 - 10/15	17400	700#	1to30A	580	580	0	0	0	0	
Broomcorn Har. Ark. Valley	9/1 - 10/20	65000	340#	1to15A	4335	500	600	2300	935	0	Okla, Kan.
Corn Harvest Total		483600			8060	6820	1185	55	0		Kan
No. Colorado	9/1 - 12/31	167100	26 bu	1to60A	2785	2500	285	0	0	0	
West. Slope	9/1 - 12/31	19200	"	"	320	320	0	0	0	0	
Ark. Valley	9/20 - 12/31	297300	"	"	4955	4000	900	55	0	0	
Sorghum Har. Ark. Valley	9/10 - 12/31	487000	Gr.17bu. Fg.1.2T	3to320A	4565	3500	900	165	0	0	Kan, Okla. Tex, N. Me. and S. Dak
Sugar Beet Har. Total		172230			16375	7150	3040	1455	4730		
No. Colorado	10/6 - 11/14	130950	13 ton	Hand 1 to8A-Mech 2½to50A	11945	4410	2300	1185	4050	10%	
West. Slope	10/4 - 11/7	8200	12 ton	"	985	470	175	70	270	10%	

1950 AGRICULTURAL LABOR DEMAND AND SUPPLY ESTIMATES

Crop and Activity	Period of Need	Acreage Estimate	Est. Yield	Worker Production	Est. Labor Need	Labor Supplies				Est % Female Used	Usual Source
						Colorado		Out-of-State			
						Local Area	Other Area	Normal Migr.	To Re. cruit		
Ark. Valley	10/1 - 11/10	31000	12 ton	Hand 1to 8A-Mech 2½to50A	3175	2000	565	200	410	10%	
San Luis Valley	10/1 - 11/15	2080	10 ton	"	270	270	0	0	0	0	
Seed Crop Har. Ark. Valley	10/10 - 11/6	5000	Varied	1to3A	1665	650	600	415	0	10%	N. Mex.

EXHIBIT II

1950 Estimated Farm Labor Requirements and Supply
by Semi-Monthly Periods

Prepared by State of Colorado, Department
of Employment Security

Estimates of the amount of seasonal farm labor needed in the State by semi-monthly periods are shown on the following table.

1. Under "Semi-Monthly Period" is shown the first and last half of each month during which needs exist.
2. Under "Estimated Total Needs" is shown the estimated total labor needed during each period.
3. Under "Estimated Local Supply" is shown the estimated labor available in the locale of the activity during the period.
4. Under "Estimated Interstate Supply" is shown the estimated labor available in the State but that which will be moved from their home to other communities for work.
5. Under "Estimated Out-of-State Requirements" is shown the estimated total and male workers which are required during the period from other states.

It is reliably estimated in round figures that the normal peak labor force engaged in farm work during the season is 139,000. Of these figures, about 50,000 are farm operators, 25,000 are members of farm families; 50,000 are residents of other Colorado communities, and 14,000 are from other states.

1950 ESTIMATED FARM LABOR REQUIREMENTS AND SUPPLY

BY SEMI-MONTHLY PERIODS

Semi-Monthly Period	Est. Total Needs	Est. Local Supply	Est. Intrastate Supply	Est. Out-of-State Requirements	
				Total	Male
4/15 - 4/30	2335	2000	200	135	105
5/1 - 5/15	4605	3700	770	135	105
5/16 - 5/31	25815	12420	4110	9285	8275
6/1 - 6/15	27115	21365	5350	10400	9080
6/16 - 6/30	48935	29070	6925	12940	11625
7/1 - 7/15	71110	43005	9700	18405	16240
7/16 - 7/31	73720	45900	9810	18010	15900
8/1 - 8/15	65890	47315	8325	10250	8925
8/16 - 8/31	76150	53270	9670	13210	11480
9/1 - 9/15	72740	48290	10595	13855	12230
9/16 - 9/30	92780	63190	13165	16425	14430
10/1 - 10/15	93065	60315	14545	18205	16330
10/16 - 10/31	67845	43000	11535	13310	12310
11/1 - 11/15	42385	26850	7810	7725	6990
11/16 - 11/30	16110	13000	2610	500	470
12/1 - 12/15	12625	10320	2085	220	220
12/16 - 12/31	12625	10320	2085	220	220

EXHIBIT ~~II~~ II A

Subcommittee Report on Recruitment,
Transportation and Placement

George A. Zinke, Chairman

The economic problem of migratory labor from the standpoint of production is the effective recruitment and subsequent efficient allocation of this supplemental labor supply with a minimum of waste and a maximum of economic return to producers and consumers.

Recruitment

The labor market for the supplemental type of farm labor known as migratory labor is a complex one. The demand for sugar beet labor is the backbone of the system of bidding for labor which brings migrant agricultural workers into the state. Within this demand lie various subdemands for the services of migrant laborers to cultivate and harvest a variety of crops during the time they are not needed in the sugar beet industry.

Besides the migrant workers coming into Colorado from other states, there is also a movement of agricultural workers within Colorado. It is important to bear in mind that migratory farm labor problems arise in connection with intrastate movements of farm labor as well as in connection with interstate movements.

There are different ways of recruiting seasonal farm labor and utilizing that labor. Some of these are well described in the following reports submitted by the Colorado Department of Employment Security and C. F. Spaulding of Holly Sugar Company on behalf of the major sugar companies.

It will be noted that the services of the Colorado Department of Employment Security are rendered cost-free, being furnished by the taxpayers of the state as a service in the pattern of modern communities.

The Colorado Department of Employment Security cooperates with similar agencies in other states--"supply states"--in placing orders for supplemental labor required in Colorado. This is done by means of a system of centralizing and clearing orders on an interstate and intrastate basis.

Mr. Spaulding's report makes it clear that the sugar companies usually experience the need of recruiting labor privately beyond the supplemental supply available to farmers either through the State Employment Service and its interstate clearings, or through other sources of recruiting privately or locally through direct contacts between migrants and farmers. It may be noted that this imposes upon the sugar companies a burden of cost of transportation and food allowances which the companies treat as recruitment expense.

Labor Contractors

A different situation exists in regard to migrant agricultural workers who are recruited and placed through private labor contractors. Here the worker's income is usually diminished by reason of the payment made for the service of the labor contractor.

The labor contractor is to be distinguished from the trucker who charges only for his service of transportation without making a charge for securing employment for those migrants whom he transports. The labor contractor must also be distinguished from the crew leader, a person who may receive supplemental pay for performing certain supervisory services, but not for the function of mobilizing or allocating labor supplies.

The labor contractor, properly defined, does not work in the fields. He derives his income as a private employment agent who travels with a particular group of migrants under contract with him, which may be a formal written agreement or just a verbal understanding. The labor contractor, as part of his services may make contacts for housing, may make small loans,

may even furnish feeding services. Of course the labor contractor function may be combined with trucker and crew leader functions, but it is best to keep the peculiar labor contractor function isolated, even when one individual combines it with other functions. The reason is that here is a special service, paid for by a deduction from worker incomes, a service which raises certain economic problems for the individual worker, the farmer, and the community.

The individual worker's economic problem in using the services of the labor contractor is whether an extra amount paid just to get a job is worth it. In other words, if the worker deals with the farmer through the State Employment Service, or the sugar companies, or directly, he receives the going rate. But if his contact is through the labor contractor, he may receive less than the going rate. This suggests that the labor contractor exists owing to some flaw in the labor market which makes workers unable or unwilling to find out the facts of the labor market situation for themselves, or through cost-free agencies. The facts of the labor market, according to economic theory, ought to be open to all impartially. When we find persons able to earn substantial incomes because they enjoy a special advantage of information about the labor market, it is doubtful whether these incomes reflect truly economic services. Nothing is added to the quantity or quality of needed supplemental agricultural labor which would arise in accordance with generally known facts of demand and supply.

As a matter of fact, evidence seems to indicate that the labor contractor system actually wastes labor. The reason for this is that the labor contractor constitutes, in economic effect, a fragmentized or splinter-type of employment agency system. Particular farmers enjoy special connections with particular labor contractors and can have a supplemental labor supply without special regard to the utilization of this labor most efficiently throughout the area.

There were reports to this committee that some fields were being worked by a very large number of workers, relatively speaking, while another farmer's field was starved for labor. This may be profitable to some farmers but it may adversely affect the handling of a crop in an area as a whole. It may also mean that the workers employed in one field will not be transferred promptly to other places of work when they are finished and find themselves idle during portions of some days while other workers contracted by another labor contractor work another field, also without being able to do a full day's work. In such cases there is economic waste of labor through duplication. One source of information estimated that in one district in Colorado about 20 percent more people were brought in to handle a harvest than would have been required had the needed supplemental labor supply been cleared through a central source of demand and supply information.

Such evidence points to the fact that the labor contractor, besides being costly to the worker, is also an inefficient sort of employment agent so far as the community is concerned. Operating by special connections with particular farmers, labor contractors are not really interested in the demand and supply picture as a whole. The economic tragedy is that the worker who operates through the labor contractor may find himself better off even though his wage rate is diminished, by reason of the fact that the labor contractor builds up enough particular connections to keep the worker busy throughout a season. But this only reflects the lack of functioning of the labor market, not a long term advantage to either farmer or worker. It also jeopardizes the continued supply of needed supplemental labor to the extent that migrants in any time of labor scarcity will shun those states where the labor market is splintered through the system of labor contractors, or better where the imperfection of the labor market allows labor contractors to operate.

Many workers only go along with the labor contractor system as long as they have no better alternative. It is a matter of self-interest to farmers and farming communities to clear the channels of labor market information, even at some minor sacrifice of particular personal advantage which might be enjoyed by a special connection with a particular labor contractor. No farmer can long prosper in a territory which lacks full prosperity because its labor market operates inefficiently to pile up labor surpluses in one place while shortages exist in another place and when a labor surplus creates community problems as described elsewhere in this report.

Some steps have already been taken in Colorado to achieve better labor utilization than in the past. In some areas a voluntary clearing-house system for migrant farm labor is operated through cooperation between farmers organized as an advisory body, food processors, and the State's Department of Employment Security. This permits farmers and workers alike to benefit from the Service's comprehensive fund of labor market information. However the Department of Employment Security has never been staffed adequately to permit effective recruitment and placement of farm labor and the analysis and planning necessary thereto. It is therefore necessary in the interest of growers, workers, food processors, and the state that appropriation be made available to the Department of Employment Security to enable it to operate efficiently in recruiting and utilizing farm labor.

Labor Camps

It may be noted in Mr. Spaulding's report, which follows, that "in a recent meeting of some of the sugar processing companies in Colorado," one of the recommendations made was "that the farm labor camps now operated by individual groups be returned to government operation." Additional labor camps in Colorado similar to the camp at Ft. Lupton would aid materially in better

utilization of the farm labor supply. However the Colorado Housing Law requires municipalities to be of the size of at least 5000 in order to apply for federal aid for housing and to operate housing projects. A modification of this requirement to permit municipalities or counties of 1,000 or more to operate local housing projects would make it possible for some farming communities to establish farm labor camps.

Transportation and Rest Stops

The transportation of migrants into the state and within the state of Colorado assumes a variety of forms. Transportation for farm workers ranges from family cars and trucks to aeroplane transportation for badly needed supplemental workers in emergency labor situations. Truck transportation probably is most prevalent.

Relatively the best transportation arrangements at present are those provided by the sugar companies which make direct compensation arrangements with the drivers and the workers. (See statement on behalf of processing companies following.) Under sugar company arrangements trucks are inspected and insurance is taken out to protect the driver against suits in damage by occupants of trucks and in a manner of insuring the occupants.

It would appear equitable that at least the standards established by the sugar companies be made binding upon all those who benefit from the traffic of migrants into and within the state. This committee recommends, therefore, that provision be made for inspection of trucks transporting agricultural workers for the purpose of enforcing safety standards at such places and times and in such manner as will not delay workers unreasonably.

The subcommittee recommends also that rest stops be established along the main line of migrant travel. It is recognized that many migrants prefer to travel right through to their points of destination. Nevertheless the

provision of rest stops, if properly managed as rest stops and not permanent labor camps, would be of great value. A rest stop should mean a place for an overnight stop and enroute refreshment, not housing in the usual sense. A rest stop should consist of bathing and washing facilities, a mess hall, clean and properly enclosed shelter-type construction for sleeping quarters, and nothing more--since these facilities will not be needed in winter.

Opposition to such rest stops might arise properly from fear that such assembly points might be used for "labor pirating" operations. To remove this opposition, the rest stops should be under public supervision to prevent any labor recruiting at these points.

Since rest stops would only be used heavily at peak times, the cost of maintaining them would be minimal in comparison to the total cost of workers exhausting themselves by long driving, by sleeping in and under trucks along the roadside, by neglecting sanitary standards enroute, or by endangering motorists generally when driving in a forced manner.

While the provision of rest stops might seem to be a federal function, the State of Colorado should proceed forthwith to establish at least one such stop on an experimental basis.

Recruitment, Transportation and Placement
by Processing Companies

Prepared by C. F. Spaulding
Holly Sugar Company

The following observations include only the phase of recruitment, transportation and placement of farm workers by private industrial recruitment. Such recruitment is done generally by large food processors who act as agents for individual farmers. The workers recruited become employees of farmers who sell their produce to the processing companies.

Recruitment

Private recruitment is necessary only in the event sufficient agricultural workers are not available in the local labor market and in the event the Employment Service is unable to fill the need from their many sources. Private recruitment is resorted to only to supplement the labor supply received from other sources.

Private recruitment in the state of Texas normally supplies approximately 80% of this deficiency, with New Mexico, Arizona and California the states of recruitment for the balance. In 1950 it was necessary for approximately 11,500 migratory workers to be recruited by private recruiters, primarily for beet work in the state of Colorado. These workers also are employed in the growing and harvesting of other crops. It is conservatively estimated that approximately 60% of the migrant workers privately recruited return to Colorado each year. Of those workers who are recruited for spring agricultural work approximately only 35% remain until the end of harvesting in November.

Private recruitment in the state of Texas must conform to the Texas Labor Law, which requires the payment of a license fee of \$150 for each county in which the recruiter intends to operate. The recruiter must post a surety bond in the amount of \$5000 for each county. In each county where

recruitment is done, an annual tax is levied on a population basis. In counties under 100,000, the tax is \$100; in counties having a population of 100,000 to 200,000, \$200; and in counties over 200,000, \$300. In addition to the license fee and bond requirements there is a state assessment of \$600.

In the state of New Mexico licenses for recruitment are not required. The states of California and Arizona require recruiters to be licensed by the state.

Transportation

Transportation is provided to the workers either by car, truck, bus or train. In the case of car and truck transportation the workers are paid at the rate of one cent per mile per worker, which is used to defray the expense incurred by the owner of the vehicle. There is no deduction for this transportation allowance in the event the worker completes harvest. In the event only the spring work is completed by the worker, 50% of this transportation allowance is deducted from the worker's earnings. Food allowances are granted to the workers and such amount is not deducted from the worker's earnings. Public liability and property damage insurance is carried on the automobiles and trucks at the expense of the processor.

Fully 90% of the workers privately recruited are transported by truck or automobile. This form of transportation appears to be desired by the workers in order that they will have available transportation at their place of employment and since many of the trucks are used commercially.

There are no rest camps available to this labor while enroute to Colorado from any of the above mentioned states.

In order to eliminate the recruitment and transportation of illegal entries into the United States, it is customary for the recruiters to have workers inspected at their place of recruitment by the Immigration Service.

No Mexican Nationals have been contracted for since 1947 for the thinning period, and it is my opinion that less than 300 Mexican Nationals were employed in Colorado during the 1949 harvest. Since the posting of bonds is required of the employer, it is necessary that all workers be returned to Mexico following completion of harvest.

Placement

Workers privately recruited are assigned by the processing company to those farmers in need of workers. This placement is coordinated with placements made by the Employment Service. Following completion of the work for which the worker is specifically recruited, the employer and the processing companies endeavor to direct the workers to the Employment Service in order that local employment might be provided. If local employment is not available, the Employment Service makes recommendations to the worker regarding other areas where employment might be available.

General

It might be of interest to point out that with the advent of power equipment and other improved methods of agriculture, it is rapidly bringing about a change in the Colorado labor requirements, as is pointed out in a publication by the U. S. Department of Agriculture, Bureau of Agricultural Economics and Colorado A. & M. College (Bulletin 411-A, April, 1950) which presents interesting information on the progress made in the beet industry in reducing field labor requirements as well as the amount of labor required to raise an acre of beets. According to this report only one-third of the amount of contract labor is used per acre on a fully mechanized farm as was the case 35 years ago. The study indicates that in the year 1915, 66½ hours of contract labor were needed for each acre of beets. In 1936 the number of contract labor hours required were reduced to 53. In 1948, with machined blocked and harvested beets, the number of contract man hours required has

been reduced to 21.2. The man hours required to raise an acre of beets in 1915 was 120. This requirement has been reduced to $51\frac{1}{2}$ hours in 1948, where mechanical thinning and harvesting was practiced. From 55% to 60% of the beet acreage in Colorado will be harvested without hand work in 1950.

In a recent meeting of some of the processing companies in Colorado, two recommendations were made; (1) that the farm labor camps now operated by individual groups be returned to government operation, and (2) in the event of a national emergency thought be given to the formation of a federally operated farm labor program in order to obtain the greatest utilization of both foreign and domestic workers.

Recruitment, Transportation and Placement
by the Colorado State Employment Service

Types of Recruitment

A. Recruitment by Employment Services

The Colorado State Employment Service recruits farm labor in the following manner:

Individual farmers or groups of farmers place orders for workers with the local employment service office. This order is prepared on a standard form which provides for the employer's name, address, directions to reach the farm, telephone number, number of workers needed, brief description of job, duration of job, wage scale, hours of work, age range preferred, sex preferred, explanation of transportation arrangements and housing accommodations, referral instructions and date needed.

Every attempt is then made by the local office to recruit the workers needed from the local area or nearby areas. If this supply is insufficient, the order is then submitted to the Clearance Officer in the State Office of the Colorado State Employment Service who duplicates the order and sends it to other local offices in Colorado, or if necessary, to the Clearance Division of other state employment services where such workers may be recruited.

When orders are placed in either Intrastate or Interstate Clearance, referral of applicants are made by either of two methods. One method is for applicants to be referred to the local office in the locality of the jobs for direction to the specific employers. The other method is for the employer or his representative to be at the recruiting office and applicants are referred to him. In most cases this last method is used when transportation arrangements are being furnished.

After workers are referred on an order from outside the local office area by either of the aforementioned methods, the employer is contacted by the Local Office in his area in order to verify if the workers arrived and were hired.

In summary, it might be pointed out that in order to meet the demand for labor in a local office area, recruitment efforts progress in the following order until the needed number of workers can be obtained:

1. Local community
2. Adjoining areas
3. State-wide
4. Interstate (one or more states may be called on simultaneously)

As a last resort, if reports indicate that domestic labor will not be available, then certification as to need for off-continent labor may be made by the Local Office and State Office of the Colorado State Employment Service. There are no charges or fees involved either to the employer or applicant in this type of recruitment.

B. Private Recruitment

This type of recruitment is carried on by a private employer, group of employers, or by a processor acting as agent for one or more employers. In most cases fees are paid to recruiters, based on the number of workers recruited, when private recruitment is carried on outside of the locale of the jobs.

In this type of recruitment the Colorado State Employment Service takes no part whatsoever. However, those workers so recruited will be given assistance in finding other jobs when they become unemployed in the community.

C. Voluntary Migration

Workers coming under this classification are those who move on their own volition. They may have obtained information as to localities where job opportunities are believed to exist or they may have previously worked for certain employers and have arranged to again take this employment.

Again the Colorado State Employment Services assist such workers if and when they are unemployed in the community. Many times some of these people come direct to the local office to seek employment if they are not returning to a former employer.

Transportation

The Colorado State Employment Service does not have funds for transportation of workers. This may be furnished by the employer in several different ways, such as truck, bus, railroad, air, or private car. Any of these ways may be furnished outright by the employer or reimbursement to the worker upon completion of the job. The employer in some cases, advances transportation costs to workers and then withholds all or part of the costs from wages later earned.

There are many cases where no assistance or transportation is provided by the employer which requires the worker to get to the job at his own expense. In any case the Employment Service specifies on the order the exact transportation arrangements and fully informs the worker at the time of recruitment.

Placement

Placement of workers in jobs is a primary function of the Colorado State Employment Service and involves taking an order for workers from an employer, selecting suitable applicants, referring them to the employer, and verifying if they were hired. The process may be carried out either on an individual or group basis.

A. Individual Basis

Generally this basis involves a single worker or several workers who work individually. First an order is taken for the needed worker or workers from the employer which specifies all pertinent information about the job or jobs. Next, applicants are selected on the basis of their availability, experience in the specified work and physical ability, along with their other qualifications which meet the requirements specified in the order. Then these workers are interviewed and given full details of the job, such as location, duration, type of work, wages, hours, transportation arrangements (if necessary), housing, etc. If they are then interested in the job, they are given a referral card and directed to the employer.

A follow-up is then made with the employer to determine if the worker or workers were hired.

B. Group Basis

Placement of group labor follows much the same process as that for individuals except that the group leader is interviewed and referral is made of the entire group to the employer. In most cases group labor job requirements are not so specific as far as experience is concerned, but more emphasis is placed on physical ability and age of the workers. This type of labor generally works in such as beet thinning and hoeing, vegetable hoeing and picking, etc.

Great care must be taken in referral of group labor during school terms in order that workers under 16 years of age are not included.

EXHIBIT III

Personal interviews, posters, and pamphlets are used to make information on employment opportunities in agriculture available to workers and to advise farmers on how best to secure the needed workers. The pamphlets are described as follows:

1. Information for farm workers

a. Prepared by the Colorado State Employment Service

- (1) "Guide for Colorado Farm Labor" is distributed through the local offices in Colorado and sent to other states. 7500 copies were prepared.
- (2) "Colorado Small Grain and Custom Combine Operators Guide" is prepared in 8,000 copies and distributed throughout the grain area of Colorado and other states.
- (3) "Colorado Peach Harvest Guide" is prepared in 8,000 copies and distributed throughout Colorado and other states.
- (4) "Broomcorn" leaflet is prepared in 4,000 copies and distributed through Colorado, Kansas, and Oklahoma.
- (5) "Colorado San Luis Valley Potato Harvest Guide" is prepared in 3500 copies and distributed in southern Colorado and northern New Mexico.
- (6) "Colorado Farm Labor Bulletin" is compiled, edited, and published weekly from about the middle of May to the last of October. There are also supplemental bulletins prepared as often as necessary during the season. About 500 copies are distributed throughout Colorado and in specified areas of other states.

b. Prepared by the United States Employment Service and furnished to the Colorado State Employment Service.

- (1) "Good Tips on Good Jobs for Farm Workers Who Travel." Supply available in all local offices.
- (2) "Good Jobs - Good Pay." Supply available in all local offices.

Information for farm employers

a. Prepared by Colorado State Employment Service.

- (1) "One, Two, or a Truckload" leaflet is distributed to farmers by all local offices.
- (2) A leaflet and a booklet pertaining to farm labor housing is in the process of being prepared. The leaflet cites advantages of good housing to recruitment; the booklet contains suggestions for economical housing with simple floor plans and bill of materials.

b. Prepared by the United States Employment Service and furnished to the Colorado State Employment Service.

- (1) "Need Farm Help?" Supply available in all local offices and distributed to farmers.
- (2) "Good Housing - Good Workers." Supply available in all local offices and distributed to farmers.

EXHIBIT IV

Descriptions of Houses and Camps for Migrant Agricultural Workers
from Report by Howard Thomas and Florence Taylor
Migrant Farm Labor in Colorado, A Study of Migratory Families
National Child Labor Committee, 419 Fourth Avenue
New York 16, New York, November, 1951, pp. 37-41

"In the two general categories of housing available to migratory workers in Colorado--camps and individual housing units on dispersed farmsteads--there were wide ranges of differences between the few that were good and the many that were bad.

Good Houses

Like a few camp managers, some growers were convinced that good housing attracts and holds satisfactory laborers. Twelve such houses visited by interviewers were in excellent condition. One had five rooms, 11 had four rooms each and all 12 were completely screened and nicely furnished. The growers who owned these houses said they had no difficulty with workers keeping the premises in order, nor in getting good workers to come back. As 12 of the 48 workers who had been in the migrant force for 10 or more years were in these 12 houses, the argument that good housing pays seemed to have some foundation. Also, it was found that the families who returned regularly were well received by the communities which had come to know them and respect them as stable, hard-working people. Their children attended school while they were in the State and the attitudes of growers, workers and communities seemed healthy and mutually satisfactory.

Average Houses

More often than not, migrant families quartered in houses were living in frame buildings of one or two rooms--actually 81%. A few families were found in adobe huts, several of which had dirt floors. Tin roofs predominated, often with no ceiling below, so that the inside temperature rose to extremely uncomfortable levels in warm weather. Most of the buildings had two or more glass windows, or openings with cloth or paper serving in place of glass.

Flies, attracted by open toilets, piles of uncollected refuse or kitchen sewage thrown into the yards, found their way into the houses in droves.

Few of these houses had shade trees or grass, or play space for children that was clean and safe. Often soil would be tilled to within a few yards of the living quarters so that keeping home and children clean was practically impossible no matter what effort was made to do so.

Poor Houses

The worst of the houses were patchworks of scraps of lumber, old signboards, tarpaper and flattened oil cans or other metal sheeting. The buildings often had one room with a lean-to kitchen. Some of the occupants did not have stoves but cooked outside over open fires or in open washtubs inside when the weather was wet or cold. Kitchen sewage and garbage disposal, sanitary facilities, grass, trees, safe play areas or fire protection were non-existent by even the lowest minimum standards of safety and decency. Flies and rodents molested workers and their children without any material hindrances.

Photographs of such housing taken by the field staff brought comments like the following from people to whom they were shown: 'The strongest impression I get from looking at these pictures is that this is a farm yard for animals. It is unbelievable that humans live there.' 'Why, that looks like the hog pen we had at home.' These typical remarks were made by people who had no idea of what the photograph was about other than that it was housing for humans.

Good Camps

There are a number of good camps in Colorado where migrant labor is housed. Two of the best camps are described here.

Fort Lupton Farm Labor Camp

The Fort Lupton Farm Labor Camp was built by the Farm Security Administration in 1942 for the primary purpose of housing agricultural laborers and their families needed to thin, hoe and top sugar beets, and to harvest handworked crops. The Lupton Farm Improvement Association, a non-profit association of farmers, has been operating the camps since September, 1947, under a thirty-day revocable lease. Since that time the Kuner-Empson Canning Company, Great Western Food Products Company, and the Lupton Farm Improvement Association have underwritten any operating deficit which may be incurred.

Two types of housing are provided in the camp: permanent and temporary. For obvious reasons, the permanent type housing will not be discussed in a consideration of migrant housing.

For seasonal occupancy, there are 109 shelters 18 by 12 feet which are somewhat similar to housing in many tourist camps. Centrally located sanitary and washroom buildings provide toilets, washbasins, showers and twenty-four stationary laundry tubs. Hot water is available twenty-four hours of each day. Cabins are sprayed with DDT before occupancy and approximately every two weeks during the harvest season. Toilet rooms and modern concrete garbage disposal units are sprayed daily. Beds, stoves, tables and mattress pads are supplied to the migrants. There is a community center building which is used to provide recreational facilities. This camp is rented by the Great Western Sugar Company, at certain periods of the year, to provide temporary housing and processing quarters for sugar beet workers recruited from the Southwest states. When not leased to the Great Western, the shelters and facilities of the camp are available to migrant families on a rental basis of \$2.50 per week. An army 16' x 16' pyramidal type of tent may be rented for \$2.25 per week.

Palisade Labor Camp

The labor camp at Palisade, which has 200 living units, was built and run by the Farm Security Administration for the first few years. Later, the Board of Control of the United Peach Growers Association and the Cooperative Peach Growers Association bought the camp from the federal government. Each of the 200 cabins in the camp is 15 x 12 feet. Cabins have concrete floors and four foot wooden walls. The sides above the walls up to the canvas tops are screened. Each unit is provided with beds, stoves, table and chairs which are of varying quality and condition. Electricity is also provided.

Throughout the camp, running water and fenced garbage disposal units are provided, the water installation consisting of a cold water tap and drain. These units run the gamut from good to bad in orderliness and cleanliness. However, almost without exception they provide ample attraction not only for flies and animals, but for children who like to scavenge interesting discarded objects. Many children spend hours water-fighting in these units, knocking over the garbage and soaking it into the surrounding area, clogging the drains.

Centrally located is the Community Center, in the rear of which are shower rooms for men and women and the laundry room. The shower rooms are equipped with shower, wash basins, flush toilets, and mirrors. The laundry room is equipped with tubs, supplied with hot and cold running water, and with drains connected with the sewer. The camp has a number of enclosed pit-type toilets located near the housing units which are used more often than the one or two flush toilets in the shower rooms.

Several good camps were also found in the Arkansas Valley. With proper management and more effectual supervision by state agencies, most good camps could easily be made into excellent camps.

Average Camps

The above camps should not be considered typical. The average camp housing was adobe or frame shacks with single walls between units. Some camps had additional tents erected over wooden boxes. Street lights, laundries and shower baths were not provided. Sanitary facilities were generally inadequate.

The greatest discomfort to migrants in these camps came from overcrowding, flies, improper flooring, limited living equipment and poor garbage disposal. Almost everywhere unpleasant odors resulting from congestion, lack of cleanliness, excess garbage accumulation and poor sewage disposal, permeated the dwelling units.

The average camp was bedeviled by lack of grass, shrubs or shade trees-- dust or mud were everywhere and clean places for children to play were nowhere. The average camp was smaller than the good camps and people living in them were subjected to greater hostility from the community because migrant 'differences' were more readily observable. Some community leaders freely expressed fears to interviewers that the migrants might 'decide to settle here and create a slum problem for us.'

Poor Camps

The poor camps defy description. They are smaller in size than the average or good camps and as bad as any squatter camps in their lack of conveniences and sanitary facilities. These camps are generally set up by labor contractors or by the smaller farmers and are simply collections of tents or hovels which provide nothing, or next to it.

One camp visited had been erected in a field just over the city line. How it escaped the attention of the county health officer is inexplicable. The housing consisted of tents with earthen floors and the most disreputable sort of semi-quonset structures imaginable. There was no visible screening in

the entire camp and the number of windows was negligible. The courseways between the tents and frame structures were either filled with garbage, hopefully deposited for collection, or with ruts in dry weather and mud puddles during rains. Needless to say, rain and surface water quickly flowed into the more solidly packed depressions of earthen tent floors. The roofs of tents and frame structures leaked--interviewers were in them during storms and speak with experience on this point. Four different families were sheltered in two of the tents. Cooking, eating, sleeping, and living were done in these two tents by all members of the four families.

Water for the occupants of this camp was hauled in an open tank unit and was drawn from the tank by consumers as needed. This open tank was left in the camp for days at a time, unprotected from children, flies and sun.

The toilets were located as near tents as five paces (about 15 feet). All the toilets were open pit type of as simple structure as possible. Flies and other vermin had unhampered access to the pits, as well as to garbage heaps in the midst of the tents. From these filth areas they had unhampered access to tables at meal times, unprotected sleepers, stored food and the open water tank.

Admittedly such camps are of a temporary nature. They are built for use during an emergency period, torn down at the end of summer and replaced next year. Nonetheless, in the interest of public health as well as common humanity, their operation should be prohibited by law until minimum provisions for safe water supply and sewage disposal are assured. The above situation could have been cleaned up by the enforcement of existing legal authority to protect public health."

Answers and Recommendations by Superintendents of
Schools in Reply to Questionnaires sent to them
by Subcommittee on Education, September, 1950

Question 1: What are the educational problems in your community as far as mi-
grant agricultural workers' children are concerned?

Answers from county superintendents

Adams County is confronted with a serious migrant labor problem. The standards of the schools in some areas are definitely affected because the children of migrant families are kept out of school to help in the fields, and it is necessary to lower the requirements in order to keep up the interest of the "stragglers."

This is not a very serious problem in this county. Our laborers come from broom corn cutting and that is not suited to child labor.

Spanish American children are late entrants into school.

About 2% are affected; these are Spanish American children and are found to be retarded because of poor school attendance. Not many children actually work, but the parents move frequently.

Chaffee County has very few migrant, agriculture workers. The school population remains quite stable during the year.

We have no educational problems in Conejos county presented by the children of migrant agricultural workers. The vegetable harvest in our county comes before the school term begins. We do have a problem, which comes up in September and October, when children of native residents need employment in the potato harvests to add to their family income. This year enforcement of the National Law created a hardship in numbers of families when children under 16 could not be employed in the harvest.

Our local schools in the rural communities have not been so overcrowded and have been able to care for any children within the school district.

We have about 50 Spanish children in our schools. Attendance is very poor. Many of them attend school about half the time. Many do not enter until the beet harvest is over. School attendance laws are not well enforced.

Our Mexican beet workers give us the only trouble. These children often times do not get into school until after the beet harvest. Sometimes they cannot speak English and this makes an additional problem. They come to us without an educational background and sometimes whole families will be in the first grade. The teachers in the grade schools have to make an extra class, and in the rural schools it is a mess!

Too many do not attend school anywhere--not even the 2-3 months that they are in this county during the school year. Those that do come often do not attend school in other states during the winter.

This is very bad in Otero County. Children far below 16 years are kept out of school unless there is eternal vigilance.

There are only migrant workers in this county during the summer. Other workers in agriculture take up residence for a year or more.

Such children work in potato harvest in September and October. There is very little child employment in Spring work.

Some parents do not enter their children in school during the harvest, especially during sugar beet and potato seasons.

Sometimes they are at some distance from school. This year we have three cases. Each are day laborers who hire out by the month or job. They are five to eight miles from school and request reimbursement for transportation.

Answers from selected city superintendents

They usually do not enter when school begins and sometimes leave early in the spring.

Under the Fair Standards Labor Act as amended in 1949, it was necessary for us to close school to help the labor situation and permit migrant child labor to be employed as well as local children. A problem arises that we could not handle the children of migrant laborers should we maintain school--no facilities.

Heaviest school population is in fall and then lightest is in spring when census is taken. Expense to district and parents pay no taxes. Children are generally retarded. Difficult grade placement.

Problems are getting them to enter school and securing enough school funds to care for a seasonal overload.

Not much of a problem here--only their late entry into school.

We have very few migrant workers. Our problem is with resident workers who go to the potato fields of the valley to pick potatoes. About 30 to 35 youngsters in each grade from One through Eight are affected. Many high school students are also affected. Their absence causes many students to drop out before completing school.

Problems are (a) no teeth in attendance law and those on the books are not for this day and age, (b) pupils enter school late and drop out early each year, (c) most schools are not equipped to handle retarded youth, and (d) parents are not interested.

Not much of a problem here, not as bad as in some neighboring areas. We have a few Spanish Americans entering school late and then irregular attendance.

Too many children out of school to work in beet fields. The main problem is the attitude of the employer.

We are not troubled with migrant children at this time nor have we been subject to any of the problems for a number of years. Our county is a producer of potatoes, onions, and beets but so far the migrant labor problem has been negligible. Our problem stems from the parents living on farms keeping their children out of school during the harvest. In the case of potatoes, the farmers demand that we give them all the help possible.

When migrants of school age come to us for the several months in the fall, most of them give no evidence of ever having been in school.

Migrant children report to our school in the majority of cases without adequate information concerning their previous schooling. In many cases they cannot furnish information as to what school they last attended. These children are always behind the class in which they enroll, and are, in the main, two or three years retarded. Quite often school has been in session three or four weeks before they are located and required to get into school. After enrolling they are very irregular in attendance due to caring for younger children while the parents work.

The local problem is not great. For the most part it consists of the difficulty of getting children from migrant families into school and in keeping them regular in attendance after they have enrolled.

Problems are poor attendance, discouragement in school progress, anti-social--eventually delinquent.

Problems are overcrowding of facilities, proper grade placement on arrival, lack of regular attendance, confusion of enrollment and attendance records, upset teaching program.

Largely attendance

Problems are (1) Children are one to three years behind in grade placement as determined by Standard tests, (2) Difficulty in enforcing compulsory education laws, (3) Large turnover in class enrollment, (4) Throws attendance out of proportion to census thereby affecting our state General Fund.

They stay out to work, enter school late in fall, leave early in the spring. They return to other states during winter. All adds up to no background and inability to profit by school.

Seem to have none at the moment but have had conflict with those who took pupils out to harvest potatoes, etc.

Rotating courses are different in various schools. Student starts one and can't continue as he goes to the next school. Some problem in evaluating credits from some areas in terms of our unit of credit. These children are usually behind as could be expected.

Question 2: What recommendations do you feel should be made for administrative action by the State Department of Education?

Answers from county superintendents

If possible, a special curriculum should be made up as a standard for communities affected by migrant labor to follow. However this could not be accomplished unless there were special teachers provided to give the instruction to these retarded groups.

The children who come usually attend school. Of course their enrolling for the few days is inconvenient for teachers and the children do not, as a rule, apply themselves to lessons because they know they will be moving soon.

Construction of a compulsory education law that would have some effect on parents.

See that present laws in regard to child labor in the fields is enforced.

Some official should be given discretionary power to grant permission to certain families to use child labor in order that family incomes be augmented during the two to four week harvest period.

Where children are overworked or local conditions are such as to permit hardship to children, the State Department should have power to interfere with unfavorable setup.

Classroom units should be apportioned on an attendance basis rather than a census basis. The census is taken in April when our actual school enrollment is at its lowest.

When children attend school in a district that does not have them on its census, funds should be made available to the district to take care of the difference in expense. This should come from the State.

Get busy and write an attendance law that can and will be enforced. Third class school district boards will not enforce attendance laws.

I think there should be more supervision of schools by the state department. Standards of achievement should be set and maintained. Elementary schools should be rated or graded according to the efficiency of education provided through teacher certification, school plants, equipment, books, etc.

Through CEA and various local or state education departments any problem can be better brought to the attention through cooperation of teachers with parents and PTA or Community Club groups.

I believe we should raise the age limit to 18 years so that these people may be kept in school at least until they complete the eighth grade.

Possibly a campaign for the strict enforcement of the compulsory attendance law would help. The new regulation requiring farmers not to hire children under 16 years of age will be hard to enforce, but should result in better school attendance.

I do not know that the State Department of Education can do anything unless we have some legislation to enforce attendance

Could some amount, as 8¢ per mile traveled, be allowed to isolated cases in order that a small school can be eliminated?

Answers from selected city superintendents

That the compulsory attendance laws be enforced.

Require industries importing these families to register names of children either with the County Superintendent or the Superintendent of the school district immediately upon arrival.

A good commissioner of education with authority to act can make a survey and make workable suggestions. Perhaps the state can hire (and train) suitable teachers that will migrate with the children.

Recommend (a) rigid attendance laws with enforcements, (b) stop the transportation of children from state to state by processors during the school year, (c) federal aid to schools confronted with problems, (d) summer school might help.

Although we can just about handle the situation locally, it would help to have someone authorized by the state checking on the attendance conditions and backing the local authorities.

That assistance be given in locating all children, that administration of attendance laws be strictly observed.

Some definite statement as to the amount of time a child shall remain in school in order to be promoted is necessary. The National Labor Act covers the problem but it is hard to enforce.

Reciprocal arrangement with the various state departments in order to assure adequate background of training when they transfer from state to state.

I believe it would be practical for the Department of Education to require each dismissing school to forward By Mail to the enrolling school the records of the pupils. (The frequency of moving during the period between schools might make this a little hard to do.) In cases where the labor is from another state, it might be advisable for the school to send the records to the Department of Education of the state to which the family is moving. Enrolling schools could then contact the Department for such information.

It might help to have a new and effective compulsory education law--formulated by the State Department of Education.

Enforce the attendance law. The Superintendent of Schools should not have to be the enforcement officer.

Clarify attendance laws and coordinate state with federal laws. Outline a directive regarding attendance statistics.

General fund apportioned by attendance rather than by census. State records of migrants to provide follow-up of educational status.

Suggest some way of penalizing employers who hire "under age" workers.

I don't know, but I have felt it might be wise to have rotation courses made standard as to the years taught.

Question 3: What recommendations do you feel should be made for legislative action with respect to these problems?

Answers from county superintendents

I feel that special funds should be set aside for specialized teachers to handle the migrant labor problem, just as we have funds set up to educate the physically and mentally handicapped child.

I do not have any suggestions because the number in our county is so small I do not believe any plan would be practical.

Pass a much needed compulsory education law with "teeth in it."

Although I believe that all children under 16 should be in school when school is in session, there are numbers of families which need the income from their young sons to clothe and equip their children for the school term. I would much rather see someone be given permission to work than to have to close school in an entire district in order not to violate the federal law on workers under 16.

Legislative action to protect migrant children is needed.

Provision for emergency apportionments for extra teachers needed for an influx of children at the autumn season of the year.

Rewrite the attendance laws. Place responsibility for enforcement in Sheriff's office.

I am wondering if making the sheriff or juvenile officer responsible for these children being in school would be the answer. The county superintendent has no policing power and the school boards shouldn't have to do it, for they already do a lot for the community, with no payment.

The Compulsory Education Laws should be revised and strengthened until they have "some teeth" in them. Under present laws we find it very difficult to keep children in school.

Stronger enforceable truancy law.

More pressure on keeping these young children out of the fields. The Spanish laborers should learn that they must follow our American way.

If there was strict enforcement of compulsory attendance laws, the child's schooling should be assured. Possibly we need attention to the enforcement officers-- seeing that they comply strictly with their duties.

Legislation is needed which will set up a stiff penalty for parents whose children are not in school unless a child is being kept at home because of (a) Physician's orders (b) sent home by a school or health department nurse or the school authorities or (c) some unusual circumstances recognized by school authorities as being a sound reason such as a death in the immediate family of the child who is absent.

Answers from selected city superintendents

Strengthen our attendance laws.

Declaration of Emergency if the emergency exists.

Classroom units should be based on ADA figures instead of school census.

Recommend (1) more money for this work and (2) give us a school law that makes education compulsory.

I have none; I think the present federal labor law will force children under 16 in school sooner or later. I think some way must be devised so that these children's parents can make more money by being employed all the year around.

Recommend (a) new attendance laws, (b) additional state aid for schools, (c) control on way these children are transported from state to state.

Penalty for ignoring compulsory attendance law should be made more definite and better known. Ought to be some "teeth" put into it.

Improved attendance laws badly needed. Change state support to a non-census basis. Spend state money when and where the children are in school.

In order that pupils get the most out of their school work, attendance in class and laboratory is necessary. Some pupils are able to make up their work, but the majority will not and are inclined to think that make-up work is a joke. Some definite time limit of attendance is necessary in order that all children receive the same opportunity for an education. This matter of pupils remaining out of school for harvest puts too much work on the teachers who must act as tutors for these people at the sacrifice of the regular attendants.

Reciprocation with Texas, New Mexico, and Oklahoma.

I would recommend that the legislature give us more effective compulsory attendance laws with penalties severe enough to make the parents recognize the responsibility of getting the children in school. I would also recommend a law requiring the labor family and the farmer or industry for which they are working to report to school authorities the time of arrival, the location of the family, and the number of children of school age.

A new compulsory education law.

More teeth in attendance laws and money for enforcement officers.

Clarify attendance laws and coordinate state with federal laws. Special state aid fund to assist in meeting situation.

General fund apportioned by attendance rather than by census. Agreement with other states (notably Texas) in keeping records of migrants. Demand processing companies keep educational records and help keep children in school.

Strict laws on school attendance with mandatory penalties.

Prohibit youngsters under 16 from working in agricultural pursuits.

More state aid to allow the money to be used where the students are.

Question 4: What other suggestions, comments, or recommendations do you wish to make?

Answers from county superintendents

Under existing conditions, with the influx of enrollment the schools are facing, it is impossible to give either teacher or room space to this special type of education without jeopardizing the general group education.

We feel that the communities involved should attempt to solve their own problems. Many times this can be done successfully if the finances permit. Where finances are short, we would suggest that help be given to the needy community rather than to spend the state money on salaries for outside committees who do not understand the problems involved.

From September until January our classrooms in some instances are overcrowded. From January until May the enrollment is quite low. Therefore there is a surplus of teachers the last half of the term. However, it is a problem for which I can think of no solution.

I strongly suggest that something be done about school financing. It is entirely too complicated and unwieldy as it is. In some cases the law is unfair to a school by not allowing the classroom unit of \$2000 to a school when it is unable to obtain a teacher and has to transport their children to another school. I feel that the certification rules the last several years have been badly handled. Either no standards should be set, or they should be kept. Every time that certification standards are lowered at the last minute, it makes complications. Either the rules should be more carefully made in the first place or there should be no relaxing. It puts every one of the county superintendents on the spot, and lowers their prestige with the teachers. I am most unhappy about the way the standards were lowered this year. I feel that the beginning teacher should have been allowed to teach on the 90 hours instead of lowering the standards for the teacher already in the field. It is unfair in my estimation.

Although we do not have a migratory agricultural workers problem among our school children, we do have the problem of the Spanish-American children being kept out to work in the beet and onion fields. Many other farm children are kept out for other harvesting work. These problems are hard to handle and I feel that some legislation should be enacted to keep children in school. I believe teachers should be informed of the new regulation enacted by the Wage and Hour Division, U. S. Department of Labor regarding hiring of children under 16 years of age during school hours. Most teachers would report these violations if they knew how to handle the situation.

The more I think about this problem, I believe that we in education could do more about it instead of waiting for legislation to solve our problems. Too often schools, teachers, boards and administrators do not make the migrant children feel welcome. I think the new pamphlet, BUL. 128, U. S. Department of Labor, is going to help us improve our thinking on this problem.

Some kind of notification to school directors as soon as they come in--when, where, number, how long--is vitally needed.

Perhaps a state wide book adoption so that in changing from one county to another these children are not confronted with different text books in each school.

Families of Spanish-Americans come from northern New Mexico and from our local towns into the rural areas each fall. They take contracts from farmers to pick up and screen potatoes. Often these families work children as young as 12 years of age. The pay is good and many families depend on this income to finance them through the winter. Lacking such employment, they seek assistance from the welfare boards when their money does not last until spring work is available. The result of this situation is that these children who help in harvest are not in school until about October 1 or 15, and many do not enter at all because of lack of interest or difficulty in catching up with a program already well under way.

Answers from selected city superintendents

Better pay for parent workers and no juvenile workers.

Part of the problem is a matter of public information and education. Worst blow to education in Colorado was action of legislature in reducing income taxes, thus limiting state funds for education.

These children hardly ever appear on our school census, consequently we get very little financial return from their having been with us. Since they are cases where a great deal of individual attention must be given, we could use additional state aid in a measurable amount.

Get the county attorney on the beam--the Mexican attendance, or rather lack of it, is our big problem.

A local attendance officer should have more authority in compelling parents to send students to school. Perhaps they have the authority now, but they fail to exercise it, primarily because of politics.

State records of migrants showing entries and withdrawals from various schools. Try to keep up with moves. Individual districts could make better efforts to enforce compulsory education laws.

Use of social welfare workers to cooperate in building better home environment.

EXHIBIT VI

MIGRATORY LABOR HEALTH PROGRAM IN COLORADO
Weld County Health Department

Migratory Period

During the migratory period of April 1st to May 31, 1949 at the Fort Lupton Farm Labor Camp, approximately 12,500 migratory laborers were processed by the Great Western Sugar Company.

The laborers were recruited from Texas, New Mexico, and Arizona. Following processing at Fort Lupton Camp, the laborers were distributed to Colorado, Nebraska, Wyoming and Montana agricultural areas with approximately 50% being distributed to Colorado.

The clinic nurse was employed by the Great Western Sugar Company from April 1st to June 1, 1949. The Colorado State Department of Health furnished a portable X-ray unit and two X-ray technicians. The clerical personnel and two Spanish American interpreters were provided by Colorado State and Weld County Tuberculosis Associations.

During the migratory period, motion pictures of health subjects provided through the State Health Department, Colorado State and Weld County Tuberculosis Associations and the Office of Inter-American Affairs, Washington, D. C., were shown to the Spanish American groups in the early evenings.

A D.D.T. spraying program for all migratory temporary houses and mattresses was also accomplished through Region IX, U. S. Public Health Service, and Great Western Sugar Company. During the migratory period of April and May, 1949, a total of 2800 chest X-rays and 1750 smallpox vaccinations were accomplished. A great portion of migratory laborers were found to have certificates of X-rays taken in Texas and a great number showed vaccination scars or active vaccination at the time of inspection. Approximately 2% chest pathology was found in the survey of X-rays taken.

A total of 182 patients were examined at the clinic of which 25 were referred to local physicians for acute medical and hospital care. The cost of referrals was financed by the Great Western Sugar Company. A breakdown of clinic patients is as follows:

A. Communicable Diseases - - - - -	12
B. Upper Respiratory Infections - - - - -	46
C. Accidents - - - - -	29
D. Infections - - - - -	23
E. Eye Pathology - - - - -	14
F. Gastro-Intestinal - - - - -	23
G. Miscellaneous - - - - -	35

TOTAL 182

Types of medical ailments seen at the clinics are as follows:

- A. Communicable Diseases: Scabies, Pediculosis, Measles, Chicken-pox, Ringworm, Impetigo, Dermatophytosis.
- B. Upper Respiratory Infections: Pharyngitis, Streptococcal Sore Throat, Pneumonia, Otitis Media, Bronchitis, Asthma, Tonsillitis.
- C. Accidents: Fractures, Strains, Lacerations, Abrasions, Contusions.
- D. Infections: Cellulitis, Furuncle, Carbuncle, Herpes, Cholecystitis, Ulcers, Pyelitis, Dermatitis, Felon.
- E. Eye Pathology: Conjunctivitis, Foreign Body of Cornea, Stye, Pterygium.
- F. Gastro-Intestinal: Dysentery, Colic, Non-Specific Diarrhea, Gastritis.
- G. Miscellaneous: Antepartum and Postpartum Bleeding, Angina, Malnutrition, Shock, Mental Disturbance, Pregnancy.

Referrals to private physicians consisted of the following cases:

Dysentery (3) Tonsillitis (2) Pneumonia (3) Fractures (4)
Migraine Headaches (1) Streptococcal Sore Throat (2)
Cellulitis (3) Carbuncle (1) Pregnancy (1) Acute Cholecystitis (1)
Foreign Body of Cornea (2) Otitis Media (1) Shock (1) Three of
these patients required hospitalization.

II. Residential Period

During the period of June 1st to September 15, 1949, there were approximately 1600 migratory laborers housed at the Fort Lupton Farm Labor Camp. These laborers participated in the fresh vegetable harvest of the surrounding territory.

The Public Health Preventive Program consisted of daily checking for communicable disease and emergency medical care. All patients who required immediate medical care were referred to the local physician for therapy and hospitalization at their own expense. There were periodic sanitary inspections of the camp.

At the weekly prenatal clinics, Dr. Paul Bruns, Obstetrical Consultant for the Colorado State Department of Health, gave consultant services. There were eleven clinics held and fifty-six patients examined, resulting in an average of five patients per clinic. The examination consisted of serology, RH factor, hemoglobin, urinalysis, pelvic measurements and routine physical examination. Prior to each clinic the public health nurse conducted a pre-natal class.

A report of the complete physical examination was sent to the physicians who were planning to deliver the patient. After the visit with the respective physician, the patient was followed by the clinic. Often the patient moved to another territory before delivery. In these cases the records were given to the patient for presentation to her new physician.

Arrangements were made by Dr. Paul Bruns for hospitalization of complicated cases and X-ray pelvimetry at Colorado General Hospital. There was a total of twenty-three new patients seen at the clinic. The complicated cases were: Contracted Pelvis - 4, Epilepsy - 1, Positive Serology - 2, Preeclampsia - 2.

One premature baby was delivered at the Premature Center, Colorado General Hospital and another premature was delivered at the camp. All of the postpartum cases were followed by periodic public health nursing visits.

Eleven well baby clinics were conducted by myself during this period. A total of 146 patients were examined resulting in an average of thirteen patients per clinic.

Nutritional problems represented a majority of the pediatric findings. Many of the infants' diets consisted of only milk. We recommended the following: Orange or tomato juice at two weeks; cereal at six weeks; strained vegetables at three months; strained fruits at four months; and strained meats at five months.

Three D.P.T. (diphtheria, pertussis, tetanus) injections at monthly intervals were started at the age of three months followed by smallpox vaccination.

An athreptic infant, eight months old and weighing seven pounds, was seen at the clinic. This case was referred to a local physician who recommended immediate hospitalization which resulted in a recovery. Another persistent vomiting and diarrhea case with mild tetany was hospitalized. Scabies was very prevalent among many children and parents. Very few cases of pediculosis were encountered, probably because all the dwellings and mattresses were sprayed with D.D.T. before the camp was occupied.

There was one case of poliomyelitis which was immediately hospitalized at Children's Hospital. The immediate contacts were quarantined and isolated for a period of fourteen days from the last exposure. There was one death from encephalitis.

During mid-August an epidemic of diarrhea, which affected approximately thirty children and many adults, occurred. Stool cultures were immediately sent to the Weld County Health Department Laboratory. One specimen revealed *Shigella flexner* type dysentery. All cases cleared with sulfonamide therapy.

It has been very gratifying to see the infants and children completing this immunization series. Each child was given an immunization record for future references.

Charles H. Dowding, Jr., M. D.
Assistant Health Officer
Weld County Health Department

EXHIBIT VII

Replies from County Directors of Public Welfare
in Response to Questionnaire Sent Them by
Subcommittee on Welfare

Question 1: How many migrants do you estimate applied for public assistance during the first nine months of 1950?

Question 2: Do you feel that your department has had an increased number of applications from needy migrants in 1950 as compared with the same nine months of 1949?

Question 3: Do any migrants come into your community as a result of recruitment of laborers from other areas?

<u>COUNTY</u>	<u>FIRST NINE MONTHS OF 1950</u>	<u>INCREASE OVER FIRST NINE MONTHS FOR 1949</u>	<u>MIGRANTS COME INTO COM- MUNITY AS RESULT OF RE- CRUITMENT FROM OTHER AREAS</u>
Weld	142	No	Yes
Mesa	35	No	Yes
Moffat	30	No	No
Sedgwick	30	Yes	Yes
Baca	25	No	Yes
Gunnison	25	Yes	Yes
Morgan	24	Yes	Yes
Larimer	22	No	Yes
Prowers	20	Yes	Yes
Jefferson	18	Yes	Yes
Montrose	18	No	Yes
Alamosa	17	Yes	Yes
Adams	15	Yes	Yes
Las Animas	15	No	No
Yuma	15	No	Yes
Boulder	11	Yes	Yes
Delta	11	No	Yes
Archuleta	10	No	No
Bent	10	Yes	Yes
Douglas	10	No	No
Otero	8	No	Yes
Jackson	6	Yes	No
Lincoln	6	No	No
Cheyenne	5	No	Yes
Ouray	5	No	No
Dolores	4	No	Yes
Kit Carson	4	No	No
Logan	4	No	Yes
El Paso	4	No	No
Park	4	No	No
Kiowa	3	No	Yes
Phillips	2	No	No
Arapahoe	2	No	No
Crowley	1	No	Yes
Grand	1	No	No
Pueblo	1	No	--
Rio Grande	0	No	Yes
Conejos	0	No	Yes
Saguache	0	No	Yes

The following county directors reported no applications for welfare assistance, no increase over 1949, and no migrants come into the community as a result of recruitment:

Costilla
Clear Creek
Custer
Denver
Eagle
Elbert
Fremont
Garfield
Gilpin
Hinsdale
Huerfano
Lake
La Plata
Mineral
Montezuma
Pitkin
Rio Blanco
Route
San Miguel
Summit
San Juan
Teller
Washington

Prepared by the Division of Research
and Statistics
Colorado State Department of Public
Welfare
December 6, 1950

The Subcommittee on Welfare concluded that the major problems of migrant labor which cause need for welfare assistance could be solved by suitable action suggested by the Health-Housing-Sanitation, the Education, the Recruitment-Transportation-Placement committees. Thirty-seven of the County Directors of Public Welfare Bureaus questioned by the Committee also made similar recommendations. Following is a tabulation of the recommendations made by the county directors reporting to the Subcommittee:

Analysis of Recommendations for Handling the Migrant Problem
(from Directors of County Departments of Public Welfare)

<u>Recruitment and publicity</u>	<u>Counties Recommending</u>
Have Employment Service given authority to handle recruitment and send laborers where needed	3
Have recruiting authorities bonded	1
Publicize districts where migrant labor is used or not used	2
Control number of laborers to be allowed in area	1
Do not begin recruitment too far ahead of harvest time	1
Have fruit growers minimize publicity	1
 <u>Transportation</u>	
Provide better transportation for migrants	4
Have standard regulations concerning transportation	1
Have organizations employing migrants provide transportation to job and return transportation to migrant's own community when finished	2
 <u>Exploitation</u>	
Less exploitation of worker by agent	2
 <u>Health</u>	
Recommend State Health Department set up stations to examine not only worker but entire family	1
Better screening at point of recruitment in regard to health	3
Better health facilities for entire family	3

Housing

Counties Recommending

Provide better housing 3

Education and Recreation

Require school attendance for children of migrants 3

Supervise recreation for these families 1

Financial Assistance

Have Federal Government assume entire responsibility 3

Company or organization employing migrants to assume part responsibility when financial help is needed 2

State to reimburse counties on much higher percentage basis in cases of this type 1

Each county care for its own migrants 1

Prepared by Division of Research and
Statistics
Colorado State Department of Public
Welfare
December 5, 1950

EXHIBIT VIII

Miscellaneous Labor Laws and the Colorado Labor Peace Act of 1943, As They Affect Migrant Farm Laborers, by R. C. Anderson, Chairman, Industrial Commission, March, 1951

I have examined the Miscellaneous Labor Laws and the Colorado Labor Peace Act of 1943, together with all the amendments to-date concerning the question of whether or not the Industrial Commission has jurisdiction over migrant labor.

Section 4, Ch. 97, 1935 C. S. A., sub-section (3) reads: "This Act is not intended to apply to employers of private domestic servants or farm and ranch labor." (Page 5, Colorado Industrial Commission Law of 1915 and Miscellaneous Labor Laws.)

Section 94 (2) Ch. 97, 1935 C.S.A., sub-section (3) reads in part as follows: "The term 'employee' shall include any person, other than independent contractor, domestic servants employed in and about private homes and farm and ranch labor, working for another for hire in the State of Colorado in a non-executive or non-supervisory capacity" (Sec. 3, page 5, Colorado Labor Peace Act).

Section 287, Ch. 97, 1935 C. S. A., sub-section (c) reads in part as follows: "This Act is not intended to apply to employers of private domestic servants or farm and ranch labor." (Page 7, Sec. 8 (c) Workmen's Compensation Act).

From the definitions of the three principal phases of Ch. 97, it will be noted that there are identical provisions excluding private domestic servants and farm and ranch labor, and it is the opinion of the writer that any words or phrases used in succeeding sections cannot be construed to enlarge the express limitations set forth in the definition of terms.

In the case of *Maley vs. Martin*, 111 Colo. Page 545, a case where an employer operated a gravel pit and also a farm and transferred an employee from the gravel pit to general farm labor, and the employee was injured while working on the farm and among other things the court held that it was not a compensable accident under the Workmen's Compensation Law, because:

"Statutes—Construction. Courts cannot extend the rule of liberal construction of workmen's compensation acts to a case which is removed from the operation of the act by the statute itself."

As stated above, it appears that the express intention of the Legislature was to exempt farm and ranch labor, and I do not believe that there are any provisions of Ch. 97, 1935 C. S. A. which can be construed to relate to migrant farm and ranch labor.

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