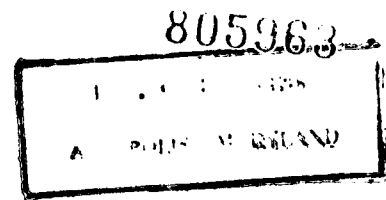


2-4-8-60



# **PROGRESS IN MEETING PROBLEMS OF MIGRATORY LABOR IN MARYLAND**



<sup>1st</sup> REPORT OF  
GOVERNOR'S COMMITTEE ON MIGRATORY LABOR



PROGRESS IN MEETING PROBLEMS  
OF MIGRATORY LABOR  
IN MARYLAND

\* \* \* \* \*

Report of  
GOVERNOR'S COMMITTEE ON MIGRATORY LABOR

MARCH 1, 1960



COOPERATIVE EXTENSION WORK  
IN  
AGRICULTURE AND HOME ECONOMICS  
STATE OF MARYLAND

UNIVERSITY OF MARYLAND  
U. S. DEPARTMENT OF AGRICULTURE  
COOPERATING

EXTENSION SERVICE  
COLLEGE PARK, MD.

March 1, 1960

The Honorable J. Millard Tawes  
Governor of Maryland  
Annapolis, Maryland

Dear Governor Tawes:

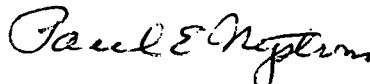
I take pleasure in transmitting herewith the First Report of the Governor's Committee for the Regulation and Study of Migratory Labor.

With the cooperation of representatives of the various agencies, the committee has studied problems of migratory labor in Maryland and is pleased to report considerable progress.

The committee determined priorities in problems to be studied: namely, housing, health, welfare, and transportation. We are pleased to include in this report a copy of regulations now in effect for housing. For the other three problems, sub-committees are at work.

On behalf of the committee, I am pleased to submit this progress report and to state that we appreciate the opportunity to be of service.

Very truly yours,



Paul E. Nystrom  
Chairman, Governor's Committee  
for the Regulation and Study of  
Migratory Labor

Enclosure: Report  
PEN:mb



HOUSE JOINT RESOLUTION NO. 9

By

Messrs. Long, Quinn and Parks.

Joint Resolution creating a permanent committee to be appointed by the Governor for the regulation and study of migratory labor.

WHEREAS, In past years, seasonal farm labor has become a major factor in Maryland, and the increase in farm production has necessitated the importation in increasing numbers of out-of-state workers from the southern states and from Puerto Rico, where the labor supply is better suited for this type of arduous stoop labor than is the local labor supply; and

WHEREAS, Many problems involving local and community action arise pertaining to this migratory labor force; and some of these problems include the recruitment of workers from distant points, transportation, housing, health and sanitation facilities, child care, schooling and community acceptance; and

WHEREAS, It is the desire of the General Assembly of Maryland that these problems be studied in order to bring all the available facilities of the affected governmental agencies and existing statutes to bear on the vital issues that arise in connection with the use of migratory workers; and

WHEREAS, Certain public and private agencies have contact and actively participate in their various individual capacities with the migratory labor movement; therefore, the committee shall be composed of the below listed individuals or their representatives:

Director, State Department of Health;  
Director, State Department of Welfare;  
State Superintendent of Education;  
Commissioner, Department of Labor and Industry;  
Executive Director, Department of Employment Security;  
Director, Agricultural Extension Service, University of Maryland;  
Superintendent, Maryland State Police;  
Executive-Secretary, Maryland-Delaware Council of Churches;  
Representative of the Catholic Rural Life Conference;  
Executive-Secretary, Tri-State Packers Association;  
Secretary, Maryland Farm Bureau, Inc.;  
Secretary, Maryland State Grange;  
President of Maryland State Fruit and Vegetable Growers Associations;  
Secretary-Treasurer, Maryland State and District of Columbia  
A. F. L. - C. I. O.; now, therefore, be it

Resolved by the General Assembly of Maryland, that a committee for the regulation and study of migratory labor in Maryland be and hereby is created as above constituted, and said committee is authorized to develop and recommend standards which will assure that out-of-state farm laborers shall be brought to, maintained, and employed in Maryland under conditions that meet satisfactory standards of housing, sanitation, health and welfare; to work in close harmony with farmers, growers, and interested social welfare and church groups to further a sound economic and moral atmosphere for these workers and their families; and be it further

Resolved, that the Governor of Maryland be requested to notify the several officers and agencies listed hereinabove of the adoption of this Joint Resolution requesting that they comply with its provisions and send representatives to meet and organize as in this Joint Resolution requested; and be it further

Resolved, that said committee shall submit an annual report to the Governor covering its activities and embodying such recommendations and suggested legislation as it may deem to be necessary and desirable, and that such report shall be submitted on or before November 1 of each calendar year.

GOVERNOR'S COMMITTEE FOR THE REGULATION AND  
STUDY OF MIGRATORY LABOR IN MARYLAND

Dr. Paul E. Nystrom, Chairman  
Director of Extension Service, University of Maryland

Mr. Charles A. Della  
Maryland-Delaware  
AFL-CIO

Dr. Perry F. Prather  
Director  
State Department of Health

Mrs. Ralph O. Dulany  
Maryland-Delaware Council  
of Churches

Mr. D. Eldred Rhinehart  
President  
Maryland Fruit Growers Association

Mrs. Estella Everett  
Secretary  
Maryland State Grange

Mr. John W. Rue  
Executive Secretary  
Tri-State Packers Association

Col. Carey Jarman  
Superintendent  
Maryland State Police

Judge Murray L. Schuster  
Commissioner of Labor and  
Industry

Mr. R. B. Kimble  
Executive Director  
Department of Employment Security

Dr. Francis Stark  
Maryland Vegetable Growers'  
Association

Rt. Rev. Msgr. Joseph J. Leary  
Executive Secretary  
Catholic Rural Life Conference

Mr. Thomas J. S. Waxter  
Director  
State Department of Welfare

Dr. Thomas G. Pullen, Jr.  
Superintendent  
Maryland Department of Education

Mr. C. E. Wise  
Executive Secretary  
Maryland Farm Bureau, Inc.



## MEETING PROBLEMS OF MIGRATORY LABOR IN MARYLAND

### BACKGROUND

In the past few years there has developed great interest in the problems of Migratory Labor both in Maryland and in the nation.

There are three streams of such labor in the United States, progressing from South to North and back again each year. One is on the Eastern Seaboard, from Florida to Maine and return; one is in the Midwest from Texas northward and return; one is on the west coast from Arizona northward and return.

The President of the United States through the Department of Labor has activated a President's Committee on Migratory Labor to develop in cooperation with the states some standards regarding housing, health, welfare, transportation and education. Several of the states have similar committees and have developed state standards.

The General Assembly of Maryland in its 1959 session enacted Joint Resolution No. 9 creating a permanent committee to be appointed by Governor Tawes for the regulation and study of migratory labor in Maryland.

## HISTORY AND IMPORTANCE OF MIGRATORY LABOR

For many years the fruit and vegetable industry of Maryland has been dependent on migratory labor for its seasonal labor for harvesting as well as processing. This labor comes to the state in the spring for the strawberry harvest, works in various camps throughout the season and closes the year with late snap beans and sweet potatoes in the fall.

Most of this labor comes from Florida and other southern states and progresses northward with the advancing season and the maturing crops. Many of them are "specialists" and follow one crop, such as potatoes, progressively through all the producing areas from Florida to Maine. Usually these "specialists" do not work on any crops except their "specialty".

Most of the migrants <sup>/1</sup> are recruited, transported and managed by "crew leaders" who serve as their contact with the employers. Some few migrants come under their own power as "free wheelers". The latter was the pattern in pre-War II days but was disturbed and broken up by wartime shortages of automobiles, tires and gasoline.

Some of the migrants come back every year to the same employers. Some are recruited by representatives of the State Employment Services. Some live in central camps owned and operated cooperatively by growers' associations. Many come to camp on farms or at processing plants. Most migrants are natives of southern states. Some come from off-shore islands such as Puerto Rico.

<sup>/1</sup> The terms, migratory labor, migrant labor, and migrants are often used synonymously.

## NUMBERS OF MIGRANTS

Nearly 8,000 migrants came to Maryland in the 1959 season to harvest perishable crops. This was somewhat less than in some previous years. The annual numbers have been fluctuating somewhat in recent years due to variations in crop conditions and trends toward mechanization of the harvesting of some crops such as snap beans and sweet corn. However, there are some operations which, as yet, have not been successfully mechanized such as picking tomatoes, cucumbers, peppers, and fruit and operating the processing plants.

TABLE 1.  
NUMBER OF NATIVE MIGRANTS AND PUERTO RICANS  
HARVEST WORKERS, MARYLAND, 1953-1959

<u>Year</u>	<u>Native Migrants</u>	<u>Puerto Ricans</u>	<u>Total</u>
1953	8124	396	8520
1954	7674	277	7951
1955	7402	214	7616
1956	6367	86	6453
1957	7270	257	7527
1958	8534	366	8900
1959	7453	406	7859

Source of all tables: Maryland Department of Employment Security.

TABLE 2.  
MARYLAND HARVEST WORKERS - MIGRANTS  
1959 SEASON

<u>Type</u>	<u>Eastern Shore</u>	<u>Western Shore</u>	<u>Total</u>
Men and women	5193	1097	6290
Children	1060	103	1163
Puerto Ricans	212	194	406
Total	6465	1394	7859

TABLE 3.  
MARYLAND PROCESSING WORKERS - MIGRANTS  
BY COUNTIES, 1959

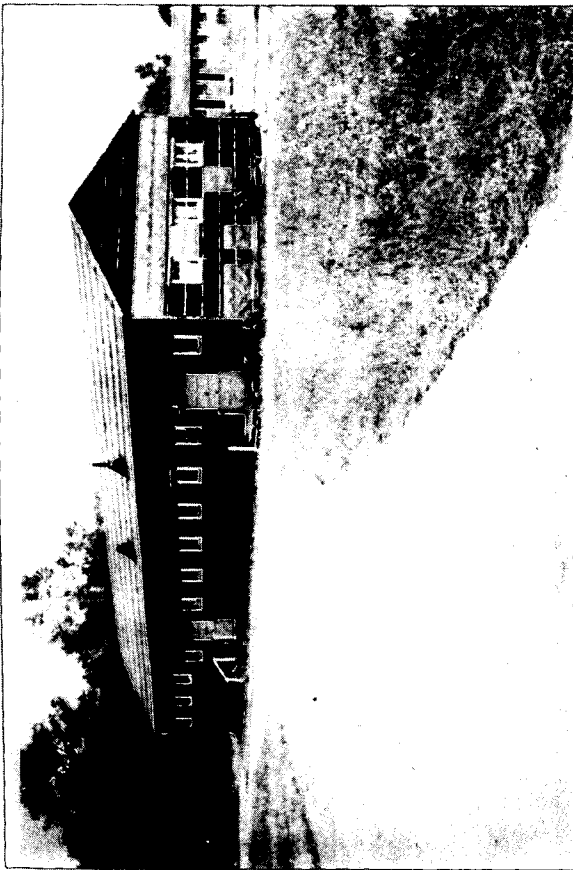
<u>County</u>	<u>Native Migrants</u>	<u>Puerto Ricans</u>	<u>Total</u>
Carroll	44		44
Cecil	0	19	19
Dorchester and Caroline	75		75
Frederick	101	5	106
Harford	30	10	40
Kent	104		104
Somerset	70		70
Talbot	160		160
Worcester	174		174
Total	758	34	792

TABLE 4.  
LOCATION BY COUNTIES, MIGRANTS  
1959 SEASON  
EASTERN SHORE

<u>County</u>	<u>Men</u>	<u>Women</u>	<u>Children</u>	<u>Total</u>
Caroline	624	302	190	1116
Dorchester	664	297	223	1184
Kent - natives	80	73	47	200
- Puerto Ricans	212			212
Somerset	892	440	247	1579
Talbot	102	54	56	212
Wicomico	338	116	116	570
Worcester	819	392	181	1392
Total	3731	1674	1060	6465

TABLE 5.  
WESTERN SHORE - MIGRANTS

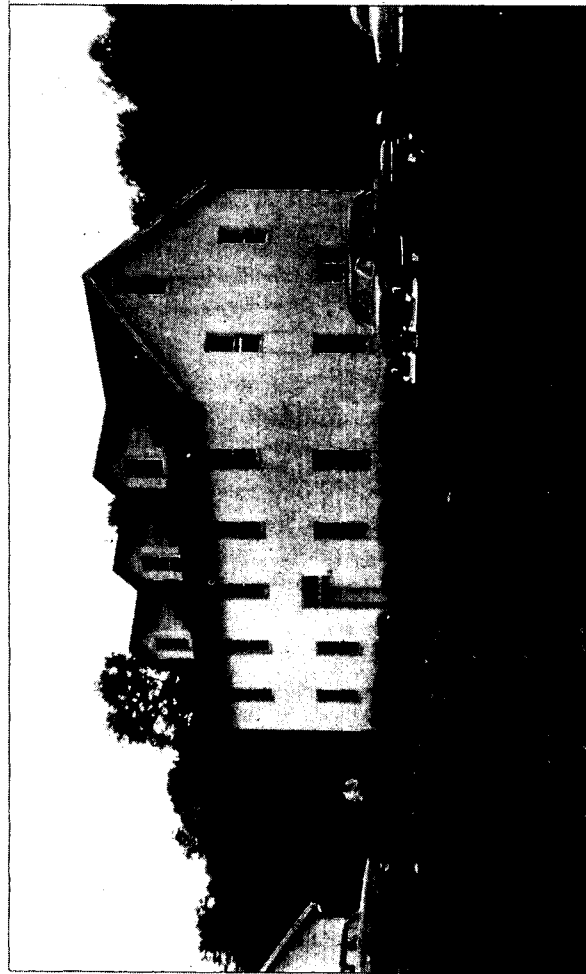
<u>County</u>	<u>Natives</u>				<u>Puerto Ricans</u>	
	<u>Men</u>	<u>Women</u>	<u>Children</u>	<u>Total</u>	<u>Men</u>	<u>Total</u>
Baltimore	132	35	18	185		185
Carroll	50	26	17	93	33	126
Cecil					19	19
Frederick	354	80	32	466	6	472
Harford	152	64	20	236	6	242
Montgomery	33	12	3	48		48
Washington	130	29	13	172	130	302
Total	851	246	103	1200	194	1394



Recreation hall, public camp, Somerset County



Wash room and lavatories, private camp, Somerset County



Private camp, orchardist, Western Maryland

## PROCEDURE IN STUDYING PROBLEMS OF MIGRATORY LABOR

The Governor's Committee was appointed and organized in the late spring of 1959 and had its first meeting in June to begin its study of the problems of migratory labor. All the members were present in person or were represented. Each member presented for consideration of the others, problems of migrants from the standpoint of the organization he represented.

It appears that Maryland is one of the few states in the East without a State Migratory Labor Committee and without minimum standards for housing, sanitation, health, etc. It also appears that in the absence of state standards and regulations the federal government is about to develop such standards for the states. It was agreed that state standards were preferable.

It was decided that the committee visit migrant labor camps on the Eastern Shore in mid summer to get a first hand view of the problems of migrants as a basis for the work of the committee.

On July 15 the committee visited camps in the lower Eastern Shore counties, both public camps and private camps. That evening and the next day the committee met at Salisbury and determined its program for the summer and fall: namely, to authorize four sub-committees to work on the following problems in order of priority:

1. Housing and sanitation.
2. Health.
3. Welfare and emergency relief.
4. Transportation.

## HOUSING AND SANITATION

The housing conditions of migrants are in considerable need of improvement. This, of course, varies by camps and localities. The public camp at Westover was generally in satisfactory condition; at that camp there was an excellent day care or nursery program for small children. The other public camps were generally in good condition with only minor improvements in order. Some of the private camps were in need of some improvements.

A sub-committee was appointed to develop tentative minimum standards for housing in cooperation with the State Department of Health, which had work under way along this line and, after review by the full committee, the tentative regulations were to be presented to employers of migrants at public hearings.

The objective was to develop a set of standards to be followed in the 1960 crop season.

On August 5, the recommendations of the sub-committee were approved by the full committee in the form of a draft of regulations. It was recommended that these be adopted by the State Department of Health after interested parties are given an opportunity to be heard and after review by the Maryland Attorney General's office.

Public hearings were held at Hurlock, Fruitland and Hagerstown in late September under the joint auspices of the Governor's Committee and the State Department of Health. The general approach at the hearings was educational and the reception of the tentative regulations by the employers of migrant labor was generally good. The consensus seemed to

be that although they did not like controls, they realized they were inevitable and they preferred state to federal controls. Many fine suggestions for modifications were made.

It was announced to the employers that, if adopted, the regulations would be administered by the State Department of Health through their local representatives, the health officers in each county, beginning with the next crop season.

The regulations were amended by the sub-committee to reflect changes proposed at the hearings, which were minor.

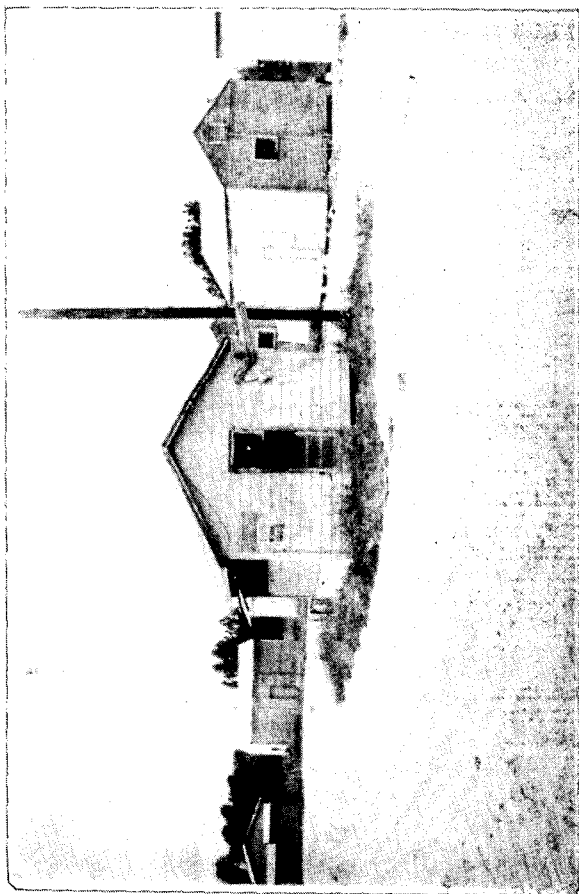
In general, the proposed regulations called for: issuance of annual permits by the State Department of Health for the operation of migratory labor camps; frequent inspection of camps; minimum standards for construction, sanitation, equipment operation and maintenance; and for adequate sewer and water facilities. Part of the responsibility for keeping their camp area orderly was placed on the migrants themselves.

It was emphasized at the hearings that the purpose of the migrant code is not to put farmers or processors out of business, but to protect the health of both the migrant and the community and the employer's investment.

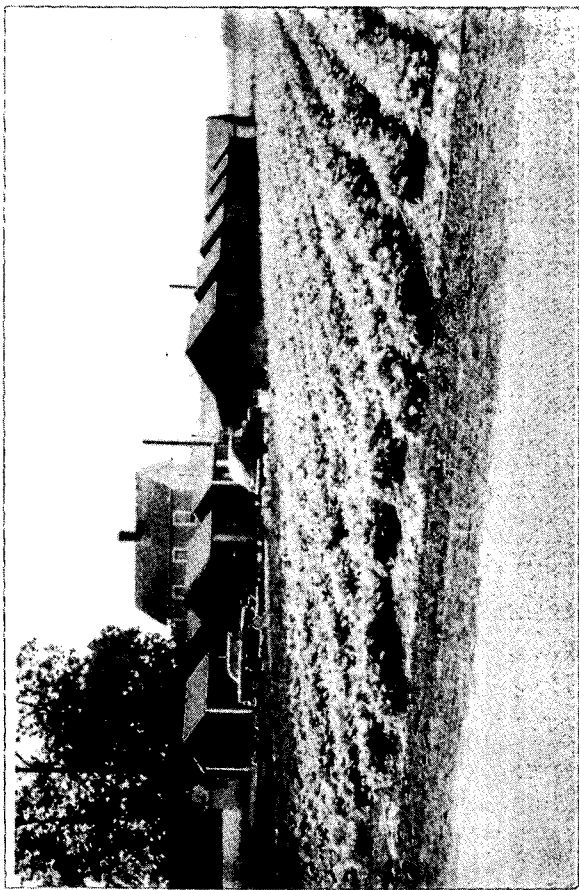
The amended regulations were presented to the State Board of Health which adopted them on October 30 subject to final review by the Maryland Attorney General's office. The final approved code was then printed and distributed in January, 1960. A copy is contained in Appendix I.

Some additional educational work will be necessary prior to the opening of the 1960 crop season.

Other problems of migrants studied by the committee are health, welfare and transportation.



Public camp, Wicomico County



Private camp, Somerset County



Private camp, Worcester County

## HEALTH

Second only in importance to the problem of adequate housing for migrants is that of safeguarding both the health of the migrant workers and the health of the community to which they come. A sub-committee was appointed to study this problem under the leadership of Dr. Perry Prather, Director of the State Department of Health.

It was agreed that the first step toward improving health services for migrants was gathering data on the nature and extent of needs by migrants for health services. These data would be gathered from local health departments, hospitals, and other sources.

Accordingly, the Sub-Committee on Health Problems has proceeded with a four point program, as follows:

1. Gather and analyze information from the county health officers on what health services are available. A questionnaire was circulated (copy in appendix) to obtain information on treatment of migrants at clinics, immunization of children, nursing visits, medical care of migrants, etc.
2. Study the results of the summer tuberculosis-venereal disease control activity of the Maryland State Department of Health in cooperation with those of nearby states. 3,170 migrants were tested for Syphilis, nearly half of those in the state. A similar number were X-rayed for tuberculosis.
3. Study the various alternatives for financing needed hospitalization of migrants in general hospitals. There are various complications due to the non-resident status of the migrants.

4. Study the report submitted by Dr. John B. Atwater, a young physician at the Johns Hopkins School of Hygiene who is studying the health problems of migrants as a part of his program of work toward a Doctoral Degree in Public Health.

The sub-committee has been unable as yet to submit a formal report to the Governor's Committee which will be done early in 1960. A preliminary report to the chairman submitted in December, 1959, indicates substantial progress was made in studying the various problems involved. Summaries of some of the health studies will be incorporated in reports of the State Department of Health in the spring of 1960 and will serve as a basis for further work of the Sub-Committee.

## EMERGENCY RELIEF

When the Governor's Committee toured the Migratory Labor camps of the Eastern Shore during the summer of 1959, the problem of emergency relief was dramatically called to the attention of the entire committee.

An extended drought of several days had preceded the tour which retarded crops and brought on enforced idleness and no income for the workers. On the day of the tour, excessive rainfall made some roads impassible and flooded crops in the fields to the extent that some growers who joined the tour questioned whether some of the crops could survive the double treatment of excessive drought followed by excessive rain .

Meanwhile the workers who were interviewed reflected no backlog of savings, very little if any credit for food at nearby stores, dismal prospects for work in the immediate community and no jobs for the immediate future in the next community to which they would go, nearby Pennsylvania and New York, where crops were not as advanced as in Maryland and which were suffering from the same conditions of extended drought followed by excessive rains.

Two courses of action were determined by the committee:

1. For the immediate future to request that a representative of the Department of Employment Security, Mr. Yeager, Farm Placement Representative, be chairman of a sub-committee to explore availability of immediate measures of relief for stranded workers through such resources as the Red Cross and the Council of Churches.
2. For the longer time future to appoint a standing sub-committee

on Emergency Relief under the chairmanship of Thomas J.

S. Waxter, Director of the State Department of Public Welfare.

The sub-committee is engaged in studying several ramifications of the problem and has presented a brief preliminary report to the chairman of the Governor's Committee indicating the direction of their thinking.

Two factors are taken into account: first, that migratory workers are an economic advantage to the state; and, secondly, they are people with the same needs and desires as those of our resident population.

Four areas for consideration are highlighted in the sub-committee thinking:

- A. How can any social service including financial assistance now available to residents of Maryland be equally available to migrant agricultural and food processing laborers?
- B. How should migrant laborers be defined? As
  - 1. Those migrants who are brought to Maryland from out of state under the auspices of Vegetable or Fruit Growers or Food Processing Associations, or by the Public Employment Service as agricultural and food processing laborers.
  - 2. Those migrants from out of state who come into the state of Maryland on their own and are employed as migrant agricultural or food processing laborers.
  - 3. Those migrants who come to Maryland under 1 and 2, but remain beyond the current farm season not to exceed one year after their arrival in Maryland.
- C. Cooperation of the Emergency Relief Sub-Committee and the

Health Sub-Committee on a recommended plan for hospitalization and medical care for migrant laborers when in Maryland.

- D. Plans be developed for needed "day care centers" that need standards of care for children. Some plan for financing and recruiting qualified personnel to operate these centers requires further consideration.

These problems will require considerable thought and careful planning in 1960.

### TRANSPORTATION

The usual pattern for transportation to Maryland for migrants is in trucks, in a few cases in busses, bought by crew leaders "on time". The crew leaders cannot charge the migrants enough for bringing them to make the payments on their trucks.

Consequently the trucks are leased or contracted to processors for hauling produce from the fields to the processing plants. Without this arrangement, there is no truck and no migrants.

If the trucks have fastened-down seats they cannot haul produce. If they do not, they are considered by some people as unsafe to haul passengers.

Some trucks may be relatively unsafe by some standards. Some have been known to have broken windshields, empty soft drink bottles or empty boxes on the floor, brakes or lights in questionable condition.

There is the question of what type of standards to have which, of course, must be practical so as not to "dry up" the migratory movement.

There are questions of the need to study the applicability of ICC regulations and Maryland traffic laws. There is the question of desirability

of registry and permits and identification certificates.

Those and other similar questions are the object of study by a sub-committee on transportation under the chairmanship of Colonel Carey Jarman, Superintendent of Maryland State Police.

### OTHER CONSIDERATIONS

Improvement in the lot of the migrant workers must in the final analysis come largely through educational procedures and these have many facets.

The education of the children of migrants is interrupted when they leave the southland to come northward before school is out and return southward in the fall after school opens. Fortunately, there is developing a pattern whereby their school cards are brought with them and the students are entered in the schools at their destination.

If their housing and other facilities are to be improved, there is an obligation on the part of the migrants themselves to safeguard and take care of the screens, washing equipment, and other facilities. This stimulus must come in large part through education.

There may be some public obligation to create opportunities for the children of the migrants. These must be largely educational.

As standards are gradually improved, part of the cost of which is borne by employers, there is an acceleration of mechanization which displaces hand labor. The displaced migrants must be absorbed elsewhere in the economy.

Meanwhile, there is some evidence through testimony of the migrants themselves that they like the life they lead. Consequently, changes

in standards and practices must come slowly in order to gain acceptance by the migrants as well as the employers.

The future work of the committee must take into account psychological and cultural patterns of the migrants themselves as well as economic and social conditions and must be associated with educational procedures to gain acceptance both of the migrants and the employers and the general community.



## APPENDIX



**MARYLAND STATE DEPARTMENT OF HEALTH  
301 W. PRESTON STREET  
BALTIMORE 1, MARYLAND**

**Regulations Governing Construction, Equipment,  
Sanitation, Operation, and Maintenance of Migrant  
Labor Camps**

Pursuant to authority conferred upon the State Board of Health by Sections 2 and 388, Article 43, Annotated Code of Maryland (1957 Ed.), the following regulations governing the character and location of plumbing, drainage, water supply, disposal of sewage, garbage or other waste material, and the operation and maintenance of migrant labor camps are hereby established as minimum requirements of the State Board of Health.

**SECTION 1. Definitions**

- 1.01 Approving Authority** means the Deputy State Health Officer or his duly authorized representative.
- 1.02 Camp Operator** means the person who has charge, care, or control of a camp which houses migrant workers as defined herein, and has been granted a permit in accordance with these regulations to operate a camp. (See Item 1.07).
- 1.03 Garbage** means all putrescible animal and vegetable wastes resulting from the handling, preparation, cooking, and consumption of food at a camp.
- 1.04 Habitable Room** means a room or enclosed floor space used or intended to be used for living, sleeping, cooking, or eating purposes, excluding bathrooms, water closet compartments, privies, laundries, pantries, foyers, or communicating corridors, closets and storage spaces.
- 1.05 Migrant Labor Camp**, hereinafter referred to as "camp", means and includes one or more structures, buildings, tents, barracks, trailers, vehicles, converted buildings, and unconventional enclosure of living spaces, together with the land appertaining thereto, established, operated or used as living quarters for seasonal or temporary workers engaged in agricultural activities, including related food processing.
- 1.06 Migrant worker** means any person from within or outside the State who passes seasonally from one place to another

for the purpose of employment, and who is not a year round employee, and who occupies living quarters other than his permanent home during the period of such work.

- 1.07 **Person** means and includes an individual or group of individuals, firm, association, partnership or corporation.
- 1.08 **Plumbing** means and includes all of the following supplied facilities and equipment: water pipes, waste pipes, drains, vents, water closets, sinks, lavatories, bathtubs, shower baths, laundry trays or tubs, garbage disposal units, installed dishwashers, installed clothes washing machines, catch basins, gas pipes, gas-burning equipment, and any other similar supplied fixtures, together, with all connections to water systems, sewerage systems or gas lines.
- 1.09 **Refuse** means all putrescible and nonputrescible solid waste except human body wastes, including garbage, rubbish and ashes.
- 1.10 **Sanitary landfill** means the controlled dumping of refuse on land, compaction of this refuse into the smallest practicable volume, and then the covering of it daily with an appropriate amount of earth.
- 1.11 **Shelter** means any building of one or more rooms, tent, railroad car, trailer, or any other enclosure used for sleeping or living quarters at a camp.
- 1.12 **Toilet facilities** mean water closets, privies, urinals, chemical toilets, and the rooms provided for installation of these units.
- 1.13 **Sewage** shall mean all human excreta, laundry wash water, kitchen sink waste, shower, bath and lavatory wash water, or the water carried waste from any other fixture or equipment or machine.
- 1.14 **Sewerage** means a system of sewers and appurtenances for the collection, transportation, and disposal of sewage.

## **SECTION 2. Administration**

### **2.01 Notice of Construction of Camp**

Each person who is planning to construct, remodel, or enlarge for occupancy or use, a camp or any portion or facility thereof, or to convert a property for use or occupancy as a camp shall give notice in writing of his intent to do

so to the Approving Authority of the county in which the camp is located at least 15 days before the date of beginning such construction, remodeling, enlargement or conversion. The notice shall give the name of the city, village, or town and the county in which the property is located, the location of the property within that area, a brief description of the proposed construction, remodeling, enlargement or conversion, and the name and mailing address of the person giving the notice and his telephone number, if any. Upon receipt of such notice, the Approving Authority, shall forward a copy of the regulations to the applicant.

#### **2.02 Permit Requirements**

Each person now operating or intending to construct and operate a camp or camps, shall be required to make application for a valid permit for the operation of each camp. Application for such permit shall be made to the Approving Authority in writing on a form and in a manner prescribed by the said Approving Authority, at least 15 days before the proposed opening of each camp. A separate application shall be submitted for each camp site operated by the same operator or by different operators. A separate permit shall be issued annually for each such camp. If, after inspection, the Approving Authority finds that the camp or the proposed operation thereof conforms, or will conform, to the minimum standards required by these regulations he shall issue a permit for the operation of the camp. This permit shall not be transferable and shall expire on December 31 following the date of issue. No camp shall be operated without a permit. In the event that the Approving Authority shall find that the camp does not, or the proposed operations thereof will not, comply with the requirements of these regulations, and the operation of the camp will not create an imminent danger to the public health and safety, the Approving Authority may grant a provisional permit to operate such a camp upon such terms, requirements, or conditions as the Approving Authority may determine until the requirements of these regulations are fully complied with, provided, however, that the term of such provisional permit shall not exceed fifteen (15) days and shall not be renewable.

**2.03 Revocation**

Revocation of the permit may be made at any time for failure to comply with said rules and regulations after a hearing before the Approving Authority. A written notice shall be given to the camp operator of the intent to hold a hearing and the charges prompting the hearing on revocation shall be stated in the notice. The operator has the right of appeal to the State Board of Health.

A new permit shall not be issued until the Approving Authority is satisfied that the camp will be operated in compliance with the rules and regulations as set forth herein.

**2.04 Responsibility of Camp Operator**

The camp operator, as defined in these regulations, shall be responsible for complying with all statutory requirements and regulations relating to camps and with all conditions stated in the permit issued to him under these regulations. The camp operator or his agent shall at least once a week inspect the camp grounds, structures, toilets, showers, laundry, mess hall, kitchen or any other facilities of the camp and see that each is maintained in a clean and orderly condition and that broken or damaged elements are promptly repaired. All suspected cases of communicable disease occurring in the camp shall be immediately reported to the County Health Department and the provisions of the Communicable Disease Regulations of the State Board of Health shall be followed.

**2.05 Responsibility of Occupants**

Every employee and occupant of a camp shall use the sanitary and other facilities furnished for his convenience and shall comply with all applicable camp regulations which may concern or affect his conduct. Every occupant of a camp shall keep in a clean and sanitary condition that part of the camp and premises which he occupies. Every occupant of a camp shall dispose of all his rubbish and garbage in a clean and sanitary manner by placing it in containers required by Subsection 4.09 of Section 4 of these regulations.

### **SECTION 3. Camp Site Requirements**

#### **3.01 Camp Area**

No camp shall be located in swamps or marshes or subject to drainage from barnyards, outdoor toilets or other sources of filth. Each camp shall provide suitable space for recreation. The camp grounds shall be maintained in a clean, safe and sanitary condition at all times. When the camp is vacated or closed for the season all garbage, rubbish and other refuse shall be collected and disposed of as required by Subsection 4.09 of Section 4 of these regulations. Camp grounds, buildings and facilities shall be left in a clean and sanitary condition. All new camp sites hereafter selected shall be located on well-drained ground, free from depressions in which water may accumulate.

### **SECTION 4. Housing Requirements**

#### **4.01 Water Supply**

An adequate and convenient supply of uncontaminated water which meets the standards of the State Board of Health shall be available at all times in each camp for drinking, cooking, bathing, and laundry purposes. The location of water supply outlets shall be not more than 200 feet from any dwelling unit.

No pitcher pumps shall be permitted.

No common drinking cups or common towels (Sections 229 and 243, Article 43) shall be provided. If drinking fountains are provided they shall be of sanitary design and construction and shall be kept clean. When wells or springs are used as source of camp water supply they shall be constructed and protected as required by the Regulations of the State Board of Health.

#### **4.02 Toilet, Laundry and Bath Facilities**

##### **4.02.1 Toilets:**

Separate toilet rooms containing water closets, chemical toilets or privies shall be provided for each sex and shall be distinctly marked for "men" and for "women" in English and the native language of the persons occupying the camp. If the facilities for each sex are in the same building they shall be separated by solid walls or partitions extending from the floor to the roof or ceiling. The minimum number of water closets, chemical toilets or

privy seats shall be one such unit for each 20 persons. Wherever pit privies or chemical toilets are used they shall be constructed in conformance with the regulations of the State Board of Health. All plumbing must conform to the State Plumbing Code. All toilet facilities shall be readily accessible to the living quarters they are intended to serve. All privies or latrines shall be located not more than 200 feet nor less than 50 feet from these quarters. Each water closet, chemical toilet, or privy shall be provided with tight fitting hinged seat lid. Each building or structure housing toilet facilities shall have a self-closing door, adequate ventilation and lighting, and be provided with fly screening. Where urinals are provided they shall be on the basis of one for each 30 persons and shall comply with the State Plumbing Code. All toilet facilities shall be kept clean and sanitary at all times.

#### **1.02.2 Washrooms, Bathrooms and Laundry**

Wash basins shall be provided in the ratio of one for each 12 persons. One laundry tray or wash tub shall be provided for each 30 persons occupying the camp.

Facilities for bathing shall be provided in the form of showers, installed tubs, or portable tubs. One bathing unit consisting of either a showerhead, tub, or portable tub, shall be provided for each 15 persons.

Facilities for heating water shall be made available at all times for washing, bathing and laundry purposes.

Where washrooms and bathrooms are provided, separate facilities shall be available for each sex and shall be so designated. If the facilities for each sex are in the same building they shall be separated by solid walls or partitions extending from the floor to the roof or ceiling.

The floors of such utility buildings shall be of smooth finish materials, non-skid, impervious to moisture and sloped to drain. Floor drains to remove waste water and facilitate cleaning shall be provided in all shower baths, shower rooms, and laundry rooms.

Construction and maintenance of all plumbing must conform to the State Plumbing Code.

#### **4.03 Sewage Disposal**

In all camps hereafter constructed, connection shall be made to public sewerage where such facilities are available. Where no public sewerage is available for new camps, sew-

age disposal facilities shall be installed in accordance with the regulations of the State Board of Health. In all existing camps sewage disposal shall comply with the regulations of the State Board of Health for the type of sewage disposal employed.

#### **4.04 Shelter**

In rooms used for living or sleeping purposes there shall be at least one window opening to the outer air. The minimum total window area shall be ten (10) per cent of the floor area for all new construction, and not less than five (5) per cent for existing such rooms. Facilities shall be provided for hanging clothes.

All buildings and structures in the camps shall be constructed in a safe manner with provisions against fire hazards and shall provide protection to the occupants against the elements. The roof and walls of each building shall be of water-resistive construction. The floor of each room shall be constructed of wood, concrete, asphalt or comparable material sufficiently above ground level to avoid dampness. All walls, roofs and floors shall be kept in safe repair. In all shelters hereafter constructed or remodeled wooden floors shall be of planed tongue and groove lumber and elevated not less than 12 inches above the average ground level. Concrete or asphalt floors shall be of smooth finish material and be elevated at least 6 inches above the average ground level. In all shelters hereafter constructed or remodeled each room designed for family use for sleeping purposes shall contain at least 100 square feet of floor space for each person 16 years of age or over. In dormitory or barrack type camps hereafter constructed a minimum of 50 square feet of floor space shall be provided per person. The minimum ceiling height shall be seven (7) feet.

#### **4.05 Beds and Bedding**

Adequate sleeping facilities shall be provided for each worker or member of his family. Such facilities shall consist of beds, cots, or bunks and shall be elevated at least 12 inches from the floor and spaced not closer than 36 inches laterally or end to end. These facilities may be made of steel, wood, canvas or other sanitary material and constructed so as to afford reasonable comfort to the occupants. Between assignment to different persons, each bed, cot or bunk shall be furnished with mattresses with

clean covers or straw filled ticks, and all ticking, covers, blankets, bed linen and mattresses provided by camp operator shall be kept in a sanitary condition and laundered or otherwise sanitized. Periodic inspections of beds and bedding shall be made to insure freedom from vermin. When vermin are found or reported, effective extermination measures shall be undertaken immediately. Sleeping quarters for a group of people of one sex shall be separate from the sleeping quarters occupied by a group of people of the opposite sex except in the housing of families.

**4.06 Screening**

All exterior openings of living and sleeping quarters shall be effectively screened during the fly season with fly screening material of at least 16 mesh per inch.

All screen doors shall be equipped with self-closing devices.

**4.07 Lighting**

Every camp shall provide and maintain artificial illumination in a safe and adequate manner. In existing camps where electric service is provided: each habitable room and other rooms which house or enclose eating or cooking facilities, laundries, washrooms and toilets shall be provided with at least one electric light outlet; stairways and halls shall be adequately lighted; outside areas shall be provided with electric lighting to the extent that all walkways and entrances to buildings are illuminated; electric wiring shall be installed in accordance with the provisions of the National Electrical Code; and in all shelters hereafter constructed or remodeled each habitable room shall be provided with a minimum of one ceiling-type light receptacle and one wall or floor electric convenience outlet.

**4.08 Cooking and Eating Facilities**

Where central cooking facilities are operated in conjunction with mess halls they shall be: Constructed and maintained in accordance with the "Regulations Governing Eating and Drinking Establishments" of the State Board of Health; separate from the sleeping quarters; floor, walls, ceilings, tables and shelves of all kitchens, dining rooms, refrigerator, and food storage rooms shall be so constructed that they can always be maintained in a clean and sanitary condition; the exterior wall openings of all dining rooms, kitchens and food storage rooms shall be provided with

fly screening at all times when the camp is in operation; screen doors shall have self-closing devices and open outward; adequate refrigeration facilities for storage of food shall be provided; and all dishes, glassware, tableware, cutlery and kitchen utensils and equipment shall be adequately cleansed, wash and disinfected after each use.

The cooking of meals by a family unit or individuals within its assigned quarters is permitted, but only when walls and floors surrounding the cook stove have been made safe from fire by the use of asbestos or other fire resistant material extending at least twelve (12) inches beyond the stove in each direction.

#### **4.09 Garbage and Other Refuse Disposal**

Metal cans, with tightfitting covers, of at least 20 gallon capacity shall be provided for storage of garbage and refuse. Whenever these receptacles are full and at least twice a week the garbage and refuse shall be collected.

Provision shall be made for disposing of garbage and other refuse by incineration, grinding, incorporation in a sanitary landfill or burial at least 18 inches below the ground surface.

All waste water, garbage and refuse shall be disposed of in a manner which is not or does not become offensive or insanitary, and does not pollute the water supply.

#### **4.10 Insect and Rodent Control**

Effective measures shall be taken to control rodents, flies, mosquitoes, bedbugs or other vermin within the camp premises.

#### **4.11 Safety and Fire Prevention**

The safety of each worker, occupant, or person on the premises of every camp shall be paramount. All necessary precautions shall be taken to protect these persons from bodily injury resulting from fire, falls or other types of injuries which may bring about temporary or permanent disability.

The camp operator shall make first-aid supplies accessible for immediate use. Approved fire prevention techniques shall be utilized and fire fighting equipment shall be made available. Local fire regulations shall apply where they exist.

**4.12 Means of Egress**

All buildings in which people sleep or eat shall be provided with at least two outside exits for use as a means of escape in the case of fire. If sleeping quarters are provided above the ground floor, at least one **outside** exit from such quarters shall be required. Dormitory sleeping quarters, central dining rooms and common assembly rooms shall have at least two exits.

**SECTION 5. Penalty**

- 5.01** Any person who shall violate any of the provisions of these regulations shall be guilty of a misdemeanor and upon conviction thereof shall be fined not less than twenty-five dollars (\$25.00) nor more than one hundred dollars (\$100.00) for each offense, and otherwise penalized as provided by law.

Adopted, Maryland State Board of Health: October 30, 1959.

Effective: February 1, 1960.



# Department of Health

Perry F. Prather, M.D., Director

301 W. PRESTON STREET, BALTIMORE 1, MARYLAND

Telephone: VERNON 7-9000

January 22, 1960.

## MEMORANDUM

**TO:** Local Health Officers and Sanitarians

**FROM:** Olonzo P. Fike, Housing Training Consultant

**SUBJECT:** Regulations Governing Construction, Equipment,  
Sanitation, Operation and Maintenance of  
Migrant Labor Camps

Applications for Permits to Operate Migrant  
Labor Camps

Permits to Operate Migrant Labor Camps

Enclosed is a supply of each of the aforementioned items for use in your County. Copies of the regulations and application forms will be mailed to camps on the enclosed list by the Department of Employment Security. This list is supplied to you to avoid duplication of mailing. Mr. C. F. Yaeger, Jr., State Supervisor of Farm Labor, Department of Employment Security, very graciously offered to mail these for us, thus saving all of us a great deal of time. If you know of other camps in your county, will you please mail them an application blank and a copy of the regulations.

As you receive the applications from the operators or agents of the camps in your county, it is intended (according to previously discussed arrangements) that you promptly process them, appraise the adequacy of the camps by field evaluation, and issue or refuse permits as each case may indicate.

Since this program is of concern to the Governor's Commission and several other state agencies, we sincerely desire that it get off to a good beginning. We urge you to carry through so that this can be done.

If additional supplies are needed, please contact this office.

Your comments were appreciated with reference to the content and format of the application blank and permit.



Approximate opening date \_\_\_\_\_ Permit No. \_\_\_\_\_  
Number of Rooms in camp \_\_\_\_\_ Date Issued \_\_\_\_\_  
Number of structures \_\_\_\_\_ Expiration Date \_\_\_\_\_

APPLICATION FOR PERMIT TO OPERATE MIGRANT LABOR CAMP

County Health Officer

\_\_\_\_\_ County  
\_\_\_\_\_ Street  
\_\_\_\_\_ City and State

Dear Sir:

Application is hereby made for a permit to operate a Migrant Labor Camp, in accordance with the regulations of the Maryland State Board of Health governing such establishments.

PLEASE PRINT OR TYPE

Owner or Agent \_\_\_\_\_

Operating as \_\_\_\_\_

Mailing Address \_\_\_\_\_

Telephone No. \_\_\_\_\_

Exact Location of Camp \_\_\_\_\_

Proposed Number of Campers

Over 16 yrs. of age: Male \_\_\_\_\_ Female \_\_\_\_\_

Approved: ( ) Yes  
( ) No

Do not write  
in this space

\_\_\_\_\_  
Signature of Applicant (s)  
( ) Owner ( ) Agent

Date of Application \_\_\_\_\_

Note: All permits expire on December 31st of the year issued.

MARYLAND STATE DEPARTMENT OF HEALTH  
State Office Building  
301 W. Preston Street  
Baltimore 1, Maryland

August 7, 1959

Agricultural Migrant Labor  
Questionnaire on Health Services.

Information needed by Governor's Commission on Migrant  
Labor

Name of County: \_\_\_\_\_

Source of Information - please specify \_\_\_\_\_

1. Number of individuals actually attending health department preventive medical clinics - during season - May to October -

a) Maternity Clinics \_\_\_\_\_ (1958) \_\_\_\_\_ (1959)

b) Child Health Conferences \_\_\_\_\_

c) Crippled Children's  
Clinics \_\_\_\_\_

d) Chest Clinics \_\_\_\_\_

e) Venereal Disease  
Treatment \_\_\_\_\_

f) Other Clinic  
\_\_\_\_\_

Remarks:

2. What is known about history of immunization of children?

Do any families carry record of immunizations? \_\_\_\_\_

Source of record? \_\_\_\_\_

Do any families or individuals carry other types of health records?

\_\_\_\_\_ How frequent is this? \_\_\_\_\_ Source of

Record: \_\_\_\_\_

Do you have any suggestion on a uniform health record?

\_\_\_\_\_

(Agricultural Migrant Labor Questionnaire on Health Services)

3. Actual nursing visits to migrants --

a) Office visits \_\_\_\_\_

b) Home visits (i.e. actual visits to field, camp or places where migrants live or work) \_\_\_\_\_

c) Are migrant camps and other housing quarters systematically visited on a priority basis by public health nurses to discover health problems and arrange for care? (yes) \_\_\_\_\_ (no) \_\_\_\_\_

d) Same as (c) for cases known to the Health Department thru attendance at clinics, etc. \_\_\_\_\_

4. Medical Care:

a) Have you ever certified any migrant workers or members of their family as "medically indigent" in the Medical Care Program?  
(Yes) \_\_\_\_\_ (No) \_\_\_\_\_  
If yes, how many? \_\_\_\_\_

b) Have you used the out-patient program for this group?

c) How do migrants in your county get care for acute illness?

d) Do you think the "medically indigent" phase of the medical care program is suitable for providing care for acute illness, if it could be extended?

Do you have any ideas on what percentage of migrants in a "normal" season would properly be certified as "medically indigent"?

5) \_\_\_\_\_  
Other comments and suggestions.

\_\_\_\_\_  
County Health Officer

(Please return questionnaire to:  
Dr. Edward Davens, Deputy Director  
Maryland State Department of Health  
State Office Building, 301 W. Preston St.  
Baltimore 1, Maryland

For Immediate Release

## STATE BOARD OF HEALTH ASKED TO ADOPT PROPOSED MIGRANT HOUSING CODE

The Governor's Committee on Migrant Labor has made a request to the State Department of Health that the regulations on migrant housing, developed by the Committee and the State Department of Health, be adopted by the State Board of Health and put into effect by the next crop season, announces Dr. Paul E. Nystrom, chairman of the committee.

These regulations were presented to agricultural employers of migratory labor at three meetings. The first was held at Hurlock on Sept. 29, followed by another at Fruitland Sept. 30, and at Hagerstown on Oct. 2. Copies of the proposed housing code had been sent prior to the meetings to all known employers of migrants on the Eastern Shore and Western Maryland.

The regulations are now being ammended by a subcommittee to reflect changes proposed at the meetings. Changes in the regulations proposed by agricultural employers were very minor. The regulations, which were discussed at the meetings, were well received by the growers and processors, Dr. Nystrom reports.

In general, the proposed regulations called for: Issuance of annual permits by the State Department of Health for the operation of migratory camps; frequent inspection of camps; minimum standards for construction, sanitation, equipment, operation and maintenance; and for adequate sewer and water facilities. Responsibility for keeping their camp area orderly is placed on the migrants, themselves.

The regulations would be administered by the State Department of Health through their local representatives, the health officers in each county.

It was emphasized at the hearings that the purpose of the migrant code is not to put farmers or processors out of business, but to protect the health of both the migrant and the community, and the employer's investment. The matter of health is quite important, Dr. Nystrom points out, since outbreaks of typhoid fever and mosquito borne encephalitis have been reported in several areas in which migrants are now employed.

Members of the Governor's Committee were gratified at the reception of the regulations received at the hearings. This is due in part to the fact that the regulations had been carefully thought through, and most of the growers' and canners' questions anticipated as the regulations were discussed, Dr. Nystrom said. It was brought out at the hearings that the growers do not like controls, but if they must have controls, they prefer State to Federal regulations.

Failure on the part of Maryland to adopt minimum housing standards for migrants, according to Dr. Nystrom, could mean two things: 1. The Federal Government would probably impose it's own strict controls on migrant camp operators; 2. The Department of Employment Security would suspend part of its services to growers and processors, such as recruiting workers in the South each spring.

The three hearings were conducted jointly by Dr. Nystrom, chairman of the Committee and Director of Extension at the University of Maryland, and Dr. Perry Prather, Director of the State Department of Health. A number of the members of the Committee and the State Department of Health took part in the discussions.

Subcommittees of the Governor's Committee are currently at work studying the health, emergency relief, and transportation phases of the migrant problem. The 15 man committee placed top priority on improving housing and second priority on health. Surveys of migrant health are being conducted jointly by the State Department of Health of Maryland and Virginia. Results of this survey will furnish data as a basis for recommendations by the Governor's Committee for the improvement of health conditions for migrants.

Members of the Governor's Committee will furnish a report on its work to the Governor prior to the next session of the State Legislature,

Dr. Nystrom said.

Most employers expressing themselves at the hearings stated that compliance with the changes required in the proposed regulations would be nominal, and the costs of any necessary changes would be minor, in both public and private migratory camps.

Some growers predicted that the regulations would stimulate mechanization of harvesting methods in order to decrease the dependence on migrant labor. Still others expressed concern not about the regulations themselves, but wanted assurance that the regulations would be administered in a sympathetic manner.

Dr. Nystrom expressed appreciation for their attitude in accepting the regulations and assured the employers that the Governor's Committee wanted to work sympathetically with the growers, in matters charged to it. Similar assurance was given by representatives of the State Department of Health.

Spokesmen for the growers expressed satisfaction for the manner in which the proposed regulations had been developed by the State Department of Health and the Committee, and the manner in which the codes had been presented at the hearings.

####

For Immediate Release

## COPIES OF MIGRANT HOUSING REGULATIONS AVAILABLE

Regulations concerning the construction, operation and maintenance of migrant farm labor camps in Maryland have just been published by the State Department of Health and are now available, according to Dr. Paul E. Nystrom, who is Chairman of the Governor's Committee on Migratory Labor and Director of the Extension Service, University of Maryland.

Supplies of the regulations have been sent by the Department of Health to local representatives of the department; namely, the County Health Officers. They will be mainly responsible for administration of these regulations. Copies were also sent to local representatives of the Employment Service, County Agricultural Extension Agents, and to the Tri-State Packers Association which will supply copies to food processors.

These regulations, Dr. Nystrom points out, were developed last summer by the Governor's Committee. In the process of development the regulations were presented at public hearings to interested employers who made some valuable suggestions which were incorporated in the regulations. After review by the Attorney General's office, the regulations were subsequently adopted by the State Board of Health. The regulations went into effect as of last January 1.

Among other things, the regulations called for inspection by health officers of both public and private camps in which migrants are to be housed.

The regulations will pertain both to new camps to be constructed and those previously built, and will concern their maintenance and operation.

"These regulations are not greatly different," says Dr. Nystrom, "from those which previously covered housing prescribed for Puerto Ricans, Bahamans and Jamaicans during World War II, with which most employers are familiar."

"Most employers who attended the meetings and expressed themselves preferred these State regulations to the proposed Federal regulations which were the alternative. Maryland becomes one of several states on the Eastern Seaboard and elsewhere to have State regulations. In fact, many of the regulations of the other states were drawn upon in the process of developing the Maryland regulations," he said.

Dr. Nystrom expressed gratitude for the progress made by the Governor's Committee which was activated in June of 1959 pursuant to an act of the General Assembly. The Committee is composed of representatives of many agencies of Maryland concerned with the problems of migrant health, welfare, housing and transportation. These problems are now being studied by the Committee.

Approximately 8,000 migrants come to Maryland annually from southern states to engage in the harvest and processing of perishable food crops - mainly fruits and vegetables.

####

WDR  
2/10/60

