

They are short-term, temporary renters. And, if any of you have been landlords, think about this for a minute. They are in the area for a short time, sometimes they're in the area as short a time as 5 or 6 weeks. They have a tendency to crowd in individual groups. More than one individual family in a house. And we try to keep track of these people, and they're moving in a labor camp from one house to another. So they can just move right across, 10 houses down. Or, maybe another crew leader talks them into coming over to their area.

So, they are very large families as a general rule. A lot of them have maybe five or six children.

And, they are poorly educated and they are difficult to communicate with.

They are destructive of property, and this is realistic. This doesn't mean that they are particularly doing this deliberately. But, where you have crowded conditions of a lot of children, you have problems. You're going to have problems, whether it's middle- or even upper-class people where you have a lot of crowded conditions and a lot of children. And you're going to have a lot of destruction of property.

So, Federal and State help here is a must, because the profit motive doesn't hold up under these circumstances at all.

As I've indicated, in Dade County in the late fifties there were 70 or more migrant labor camps. Today there are only 13. We are not doing anything now, just going backward fast in housing.

The economics of farm labor housing was too much for these growers. They have been in a tight cost squeeze, especially with this increasing Mexican competition, so rather than have these extra cost factors of housing, they just have been shaken out. It's just a matter of economics. Some of the larger farmers that have stayed in the housing area are working with eight housing, and in the camp that I am trying to keep open, at least temporarily, we have buildings there at the camp that were there even when I was a kid. And, we have old frame houses that are 20 or even 30 years old, and you need them replaced, of course. But, who's going to do the job?

We cannot do it, and nobody else is. So, we're going back to the offices when there were hundreds of families out on the Florida canal banks, and that got into all the national papers.

So, I myself prefer to fight for what is left as bad as it may be, and I prefer that than have them living out of trucks again, at least the children.

The county can provide services through the Christian Migrants, and whatever else, if you can pin them down. I might mention that we are fast getting into a situation that could be quite disastrous to the farmers and the migrants and the community and State and Federal Governments. I was working with John Campbell Farms at the time, and we opened the old B. & L. labor camp in the late fifties. It had been closed. And, it was the largest one in the State. And, it was reopened to alleviate the problem. But, that was closed down 4 years ago, so we are here again, and when the axe falls, it's going to fall on everybody.

At one time, the growers had conditions that were inadequate, and the dwellings were closed. But, we have plans now at Homestead Housing Authority—they have plans to initiate a new camp of 400 and some units. But, it's tied up and cannot get the money. They have

promised it to us, and it is the answer to a lot of our problems. I'd say a good many of our problems that we're talking about here could be answered if we could get a hold of this type of camp, and then we would close everything down that is substandard.

I agree with that. That is 100 percent correct. Let's close down old housing. And, that makes sense.

On the crew leaders, I hear the crew leaders knocked all the time. We have crew leaders on Carpenter Farms, and it wouldn't do any good to mention their names, but they are businessmen, and I think they are as good people as you will run into. I will admit some aren't good, and so are some doctors, and so are some others, also. But, I respect the crew leaders. And, a crew leader, he's absolutely essential, absolutely essential for the present system. No other thing can replace them.

When they move large groups of labor from one farm to another in the area, from crop to crop in the area, the growers cannot do that, or anybody else. And, they shop around, always based on supply and demand. It is the economics that run the movement of farm laborers, and it's the most efficient labor system you can imagine.

It's not been a prearranged plan or anything, but where the work is and how much you can get out of it, there are some crew leaders as there are some of our crews that move from one farm to the next farm, and they are not tied to our farm, or anybody else. They can go to one, or two, or three farms on the same day. And, that one worker can work for us for 4 or 5 hours, and pick tomatoes, and then we are through with him, maybe for a week or 10 days. And, where does he go? The crew leader is ready to move him to the next farm, and he goes right around in a circle. Sometimes he's run half to death. But, he gets a full week's work if he wants it.

Some like to pick only tomatoes and specialize. They want to specialize and just pick tomatoes. But, others will go to the groves and pick avocados, and the crew leader is a legitimate labor manager, and he arranges for these things.

When he goes from here to, say, Ruskin area, he arranges for housing, financing, the transportation, loans to people moving. And, these are family groups. They have a lot of problems in moving. They don't save money, they come up short when there is the time to move. And sick children in the middle of the night are helped by crew leaders. People don't have any car, so the crew leader takes them to the hospital. The crew leader does that. The grower doesn't. He takes them to the hospital. Everybody else is home. The crew leader does this.

When we have a freeze and we've had some absolute closeouts—absolute closeouts, the people are stuck. The crew leader is going to have to take it from there. He has to get them out of here, and he has to support them, and so forth.

So, in my opinion, and I have worked on this farm all my life and worked with labor crews, there is no way that the farmer is going to get anything or anybody to replace his crew leader. It is just not economically feasible.

And, we don't often talk about economics. We get involved with sociology and so on, but economics runs this Nation. And, the economics of this situation says that this work is fine. Now, what can we do to help it?

We can upgrade the crew leader. We can get rid of the bums in this business like in any other business, make him register and make it a legitimate business and get out the bad ones. We can upgrade the crew leader. So, you can have licenses for them as brokers, and you can have licenses for the crew leaders.

My time is limited, so I won't say more, but the migrant laborer is a very valuable laborer asset, and I think we should strive to help them in our profession. And, we all like to eat, and they help us do this. Perhaps the crew leader profession could be refined, and educational assistance, and day care, and emergency aid, and all of these things are important, but I think it all boils down to the fact that we have to go with the housing. That is the most important thing.

Mr. Ford: Thank you very much.

Mr. Alger:

[Letter from Mr. Alger follows:]

DADE COUNTY FARM BUREAU,

Homestead, Fla., April 5, 1973.

Mr. George FICHER,

Manager, Homestead Housing Authority,  
Homestead, Fla.

Dear Mr. Ficher: The Executive Board of the Dade County Farm Bureau, 1660 member families strong, representing the majority of the farm oriented families in Dade County voted at their noon meeting April 3, 1973, to wholeheartedly endorse the Homestead Housing Authority's efforts towards building post haste the additional migrant farm family housing facilities in South Dade County, Florida.

This recommendation is made in consideration of the fact that most existing labor camps are privately owned and have difficulty meeting the county health standards; they are in the immediate prospect of being shut down. All projections by the State of Florida, County Agents office and the Soil Conservation office show that agriculture will be a viable industry for at least the next 20 years, and as such needs additional amount of the kind of quality migrant housing that the Housing Authority now has under its proven superior management.

Sincerely yours,

RICHARD T. ALGER, *President.*

Mr. ALGER. I guess I don't need to repeat what has been said before, so I can say a great deal less. My name is Richard Alger, and I am a potato and sweet corn grower. And with my father I do about 2,000 acres. And, we have been working since 1945 with larger tracts and better management tools, including research recommendations, that have aided us to produce more food with less labor.

However, we do depend on the migrants to help us, and to harvest our crops. Our work is part time, and as such, it goes from a low of 8 to a high of 130 men toward the harvest time. So, in other areas and other times, these migrants have to be laid off. We could never afford to employ these people full time, because we don't pass the additional cost to our customers or to the ultimate consumer.

Much of our work is of a nature that although working part time, these migrant people perform much of our work. They cannot be skilled migrants, and only the most menial repetitious tasks are performed by these people. Machines have been designed to perform some tasks of this type, but many still remain.

Many of the migrant labor camps have not been profitable, and as a consequence of this, they have been closed down. And, the Princeton and Campbell people have reopened several of the camps over the past 2 years because of dire necessity, and until such time as new fa-

cilities have been provided us by the Federal Government, they probably will remain open. New facilities can be constructed, but there just isn't enough room for these people should the Princeton camp and the Campbell camp close down.

So, we otherwise won't have to resort to the situation that obtained in the fifties where the people were camping in trucks and underneath trucks, and by the canals. And, I am acquainted with the problems associated with the type of people that follow the crops. I know the Homestead Housing Authority has done an outstanding job managing and maintaining the Redland and South Dade Labor Camps. They have policed the area and maintained the grounds, and kept the homes in a most commendable fashion.

Typhoid fever that had been stamped out throughout the United States by attention to things like where to locate a well in relation to a sewage system has cropped up in our South Dade Labor Camp recently, and although there was widespread effort to pinpoint the situation, we haven't as yet been able to do this.

This Brown incident was an incident of a crew leader who was unscrupulous.

This crew leader took advantage of individuals with one interest, they were wineheads. And, if a winehead has money, he waited until the money is gone and the wine's out of his system. And, if I can believe the newspaper reports of what happened, he kept these people with enough wine to keep them happy. And a winehead can endure a lot of the menial and stooping tasks that come along with farm labor without feeling the physical discomfort as you and I would feel.

The migrant problem is a sociological problem. The farmer didn't create the migrants, but just merely is using them for performing labor. Most people would not perform that labor. A lot of them are school dropouts. The Spanish-American migrants with a language difficulty who has a lack of education. And he is the respectable white American taking a bottle and drifting down the ladder of success. And, these are people with little ambition who have no sense of punctuality and no dedication to their employer that an industry requires. So, a lot of industries won't have anything to do with them.

In many cases the migrants take special courses, and after the course is over, he'll go back to the old ways again. But, I have noted while I was listening, and we got here late and didn't hear all the testimony, but some of the things said that I would like to mention about now.

I think it was unfortunate that we attacked the sugarcane industry without a representative being here. I am not an expert on sugarcane going on, but some things weren't correct.

Mr. Ford. Don't feel bad about it. Their lobbyists knew everything, and they are represented by the most talented and able law firms in this country. They don't need any help from you.

Mr. ALGER. I'll go along with what Jack said. They are much like employment agencies. They are a movable, mobile employment agency, and they are very necessary to the farmer, so I don't think you'll do away with the crew leader.

Now, as far as this barbed wire fence matter is concerned, the stuff around labor camps, it was not intended to keep the workers inside. Now, since I've owned a labor camp myself, we started one without

a barbed wire fence, and we found out that all copper in the toilets and all the plumbing was ripped out because this is material that can be salvaged, and maybe a few pennies will be obtained for whatever they can use that money for.

As far as pay rates, the crew leader is very sensitive. He must satisfy his employees. He must be fair with them, because they are mobile. These migrants are mobile and they are able to go from one crew leader to another. And they will go where the money is the best and the highest.

As far as social security is concerned, I cannot speak for all farmers, but I do know that the social security laws are, at least in my association, kept very closely. We pay each individual employee ourselves, and we record their social security number and everything. We manage the moneys which are subtracted from their pay. It is a minimum wage in agriculture and it isn't observed. And, when I say that it isn't observed, I mean it's so ridiculously low in comparison with the going rates—the minimum wage is, I believe, \$1.30, but a realistic wage is higher than that. I saw some information that the average wage in Florida is \$2.31, and this includes both people paid on a piecework basis and those paid on an hourly basis. I am in a sweet corn business like George over here, and many of my women—well, the average woman that packs corn averages \$4 an hour.

As far as recruitment of domestic sugarcane workers goes, this is closely governed by the U.S. Government. There are guidelines that must be observed by the Federal Government. So I think they have made all efforts to use domestic workers because they would be cheaper to use because they would not have to provide the housing or the airplane fares.

And, also schools in Dade County or in south Dade County are filled with migrant children, and probably the migrant children do stay in Florida the longest periods of any section in the country, and the schools are geared to help the migrant as much as possible. They are asking for volunteers, for people that are not paid, housewives to come in and help—because these migrants have not received in other areas the schooling to keep themselves up in the grade level programs. And, perhaps the effort is not enough here, but what has been done is very commendable. Thank you.

Mr. Ford, Mr. Krome.

[Statement of Mr. Krome follows:]

STATEMENT OF WILLIAM KROME, MEMBER, SOUTH DADE PLANNING COUNCIL,  
AND DIRECTOR, REDLAND CHRISTIAN MIGRANT ASSOCIATION

My name is William Krome. I grow limes and avocados in south Dade County. I have been in this business here for 40 years. I am a member of the South Dade Planning Council and a director of the Redland Christian Migrant Association.

My labor situation is about the same as that of the rest of the growers here. Each individual has his own arrangements to suit his particular conditions but we all follow the same general pattern, and I believe I can speak for the industry as a whole.

Our production operations are handled by permanent employees. Harvesting requires a labor force as large or larger than that used for production. For this we augment our permanent work force with migrant labor and high school and college students. Harvesting is a year-round job but it peaks in the summer and falls when vegetable crops have finished and most of the migrants have left the area. I don't know what the total number of migrants employed by the fruit growers is but I doubt that it is more than a thousand. We use a lot of former

migrants, however—workers of some ability and stability who settle in this area more or less permanently.

We depend on government housing for both types of labor. The private quarters that used to serve these people do not meet present state and county requirements, and the cost of housing that will meet those requirements is more than the individual employers can bear. I used to provide quarters for many of my workers, but when I had to consider providing new housing I found that the cost of barracks type quarters would be about \$2500 per worker, while the cost of the kind of single or double family house I had in mind was over \$3500 per worker, not counting the cost of the land. I believe the costs would be higher today. This would entail a greater capital outlay than I could afford, particularly as whatever income is derived from rent in this type of housing is used mainly for utilities and maintenance, rather than for amortization of original cost. As a matter of fact, my own practice has been to use the housing as an inducement to attract higher type labor, and not to charge anything except for telephone and electricity.

As matters stand now, my men and their families rent from private landlords or live in the housing projects operated by the Homestead Housing Authority. My impression is that the facilities provided by the Homestead Housing Authority are regarded as more desirable than most of the other available housing, although here too there is a lot of individual difference.

I rely on crew chiefs—or actually on a single crew chief—to supply extra labor for harvesting. While I know the crew chief system has been criticized, it seems to me to be necessary. Some of these men recruit local workers and others bring in migrant groups; in either case it is necessary to have a leader for the group. Granting that there are some free-wheeling types among the crew chiefs I think the answer is just what the government is trying to do: make them responsible both to the workers and to the government. But I'm sure that if regulations are adopted which eliminate the crew chief system the biggest losers will be the workers.

Mr. Krome, Mr. Chairman, may I ask what will be done with my presentation if I don't read it?

Mr. Ford. It is already in the record. And if you read it, it would just appear twice.

Now, if you have comments, you can add to that.

Mr. Krome. I'd rather not do that if it will be in the record, if anybody will read the record.

Mr. Ford. We just had a college professor who has a statement quoting at great length from a record of a committee that was made well over a year ago. So, somebody reads them, even in Florida.

Mr. Krome. My name is William Krome. Unlike these people, I grow limes and avocados in Dade County, south Dade County. I've been in this business for 40 years. I have been a member of the South Dade Planning Council and a director of the Redland Christian Migrant Association.

And, that's all that I am going to read from this at this time in my prepared statement.

There is only that I would like to bring out. I believe we are all agreed, and all of the testimony I've heard here this afternoon has seemed to emphasize the necessity of education at the grade school level for the children of these migrant farmworkers in order to break the system or to give them a different attitude toward this society. And, I wonder if any of you—

Mr. Ford. Wouldn't that be a mistake? Who's going to pick this stuff if these people are educated and have a different attitude? They'd not be here. You would get rid of the problem, but you'd have machinery to pick your avocados and limes with.

Mr. Krome. We are reliably told that avocados cannot be picked by machinery. For avocados and limes we have to have somebody. But,

there is no incompatibility between a better way of life for these people and the work they are doing.

Mr. FORB. I am only taken aback by the characterization of breaking out of this. You're using terminology like people in a crippling syndrome maybe because they are inferior racially or inferior intellectually or inferior ethnically or otherwise that has to be broken out of. But, maybe I misunderstood you.

Go ahead.

Mr. KROME. I will agree there is a problem of alcohol with some of these people, but among the people that work for me, I have a lot of pretty fine people. And, I don't think agricultural at any level is undignified or incompatible with a way of life. If it is, I am in the wrong business, and I intend to stay in this business.

But, be that as it may, there is a program of education for the children of migrant families which I believe can be pretty well explained to you by people here in Dade County which has just been started. Maybe you folks know about it, it is a migrant children identified as such. And they're also given a number. And there are special programs particularly here in Dade County schools geared to them, knowing they are not going to say the whole season in one school. Their record is computerized some place in Kansas, I believe.

Mr. FORB. It is Little Rock, Ark.

Mr. KROME. Then you know the program I am talking about.

Mr. FORB. I am telling you the computer is tracking kids in South Dade Labor Camp for typhoid. The minute they are checking into other camps, the computer is ringing a bell or flashing a little light or whatever. The school record is being used to track schoolchildren leaving the area to another State. They have found four of them in another State. That is Texas to be specific. So, when they leave here and get to Michigan later on in this year, the computer can tell us what they were doing here.

Mr. KROME. Then I won't take your time to describe something you already know.

I hope this information will be made available to Congressman Pepper who didn't seem to be aware of this.

But, the only thing I want to do is make a statement which is like the statement made by Mr. Campbell and Mr. Alger here, as to the value of the crew leader.

These people, the migrant workers, and also the workers who are not migrants, depend on these people to lead them and to get them from one area of employment to another, or if they are living here in Miami, then they can recruit here in the Miami area. But, they are doing something that the welfare agencies would like to do themselves, and a lot of these socially oriented agencies—they are providing work for people who really have no very great capability. And, I believe the thing to do is to regulate them.

We all believe these crew chiefs should be made responsible for the situation to the Government and to the workers. And, if the regulations are adopted that will eliminate the crew chief system, I believe the biggest losers will be workers.

And, that's all I have to say.

Mr. FORB. I would like to say to you gentlemen, in defending the crew leaders apparently from your experience, you are demonstrating

considerably more responsibility on the crew leaders' part than some of the other cases that have been described here. You have made the strongest statements for legislation rigidly enforcing this than any other statement that has been given.

I don't agree that the way to solve the problem is simply to eliminate the crew leader if in fact he has a role to play and he plays the kind of role that you have described from your point of view.

I take it you are willing to assert here that the crew leaders with whom you do business are legally registered under the Florida law and are following the Florida law. You certainly wouldn't do business with a lawbreaker. You don't seem to be enough concerned, however, about the fact that your crew leader, this businessman, has identified with these scoundrels we've been talking about. If the Labor Department continues the kind of enforcement, the bulk of the work will be handled by these scoundrels and not by the kind of individuals you've mentioned. We have to regulate these individuals so the honest man is protected.

My entire legislative history shows that the leaders of a profession are the ones who want to protect the professional integrity of that profession by asking for the toughest laws.

For example, architects ask for legislation holding themselves out to do architecture, and they don't want charlatans in the field. The lawyers try to keep the dignity of the profession, and doctors insist on the same things. Real estate people—you know the difference between the ones who exploited your State and left, and the ones who make a long term contribution, the ones who are really the solid citizens. They are the ones who insist on the strictest enforcement of standards that will make the real estate men honest, and never try to defend the guy who's giving their business a bad image. They try to get rid of them.

This is another example that we have of two sides to every question, where we have heard from one side, and now from the other side. You have given us one solution to the problem, and I think there is more room for agreement than usually experienced in this sort of discussion.

I have to say, Mr. Cooper, that I am having great difficulty in understanding why the kind of guy that you describe to us in your outline bothers you. Why doesn't he go on welfare and stay drunk every day? He doesn't have to go to work. I find it difficult to visualize the motivation you have described and find those motivations consistent with the one individual going to work 3 days a week. There are all kinds of people I am told, who don't bother to go to work 1 day a week and are living very well indeed on welfare. And I also note that you make the comparison that you and I or most wage earners pay about one-fourth of their earnings to provide housing. And then you come up with a figure in this imaginary workman, the migrant worker, who is getting about \$85 a week on a budget, and then you said he wouldn't go out and work further. He bought food stamps, and as a result of buying the food stamps, he is getting \$85 with 3 days' work, and with the buying of food stamps, he gets along with 2 days' work.

The benefit of the food stamps is equivalent, of course, to 2 days' work. So he can maintain his level of life on 2 days' work instead of three. I find it very interesting that he is so responsible, this guy

who is an alcoholic, that he spends one-third of his total income on food stamps that do not include alcohol, because you don't buy food like you do alcohol. You can't buy cosmetics with these stamps. The only thing is you can buy farm products. I think you ought to know that you should be pitching for a food stamp program here because it doesn't come out of the taxes as such, but its primary purpose is, not to feed poor people, but to enlarge a consumer market for farm products and discourage people from using public funds or other resources for booze. Because, once you buy food stamps, you are stuck. Now you're going to suggest to me that there are crooks in your community taking food stamps and giving them booze. And I'm going to tell you that I am really surprised at that, because I thought that only happened in the other 49 States.

Mr. Cooper. We have our share like everywhere else.

This imaginary man that I am talking about to you is not necessarily a total alcoholic or a wine or anything else. He may not have any particular problem and wants to work. But it is obvious that we have this problem.

As far as the food stamps go, if you talk to people from this or other areas, if you ask them about food stamps, they will enlighten you considerably with what they can buy with food stamps. You can always trade food stamps to somebody else; they'll give you the booze for the food stamps, and they will buy whatever they want to in the way of food with it. It's done on a regular basis.

Mr. Fonn. If what you're talking about is a conversion, this has to be something that takes more than a third of the value away.

Mr. Cooper. It is not a fair trade. They don't give one for one. But it is done, and it is common practice among basically the farm-workers themselves. They don't do it with the stores.

Mr. Fonn. We have heard stories of people taking food stamps in exchange for transportation to and from the fields, or for transportation down to town to see a doctor for a pregnant woman.

Mr. Cooper. I don't intend to state that it's all good or all bad. We all have problems. We all have some little stories like this.

Mr. Fonn. I think I've heard something coming through here. I'd like to get to the point where we could get the people with the kind of imagination and responsibility you people represent here to start thinking in terms of what the future of agriculture is going to be. Let's forget for a moment about the future of the people we're talking about who are being replaced by machinery at such a rapid rate that may in—

Mr. Cooper. Or, faster than the auto industry is.

Mr. Fonn. Yes. I read the Department of Labor's figures of 800,000 farm jobs disappearing between 1968 and 1975. It has to.

Now laying aside the immediate concerns for welfare of the moment, doesn't it make sense to you as farmers and growers to be concerned about what your supply of future labor is going to be in the next 20 years? You have already indicated that you feel that the availability in Dade County of the kind of labor you had years ago has diminished, and that you cannot get as many good workers as you used to get. I don't understand really why a person is a migrant worker.

A man was here this morning, and when I asked him how do you convince your son that it's more desirable to get in your car, and it's

more desirable to travel across the country and live in lousy conditions and have to hang out in pool halls and so on, and he said, "I don't know if we are going to be able to do it for another generation."

Perhaps we can get some concern from you in a more direct way with what will happen to agriculture. I don't think that cash crop agriculture in my State can survive without the worker that starts out in Florida. There is no way you can maintain a labor force in Michigan just to pick our cherries and apples, unless you pay a dollar a piece for cherries. I am afraid that you just cannot do it.

There is nothing down the road that indicates you can pick avocados unless it's by hand. You're in an industry that looks like you'll have to have them forever. Whatever kind of lifestyle a person has, you're going to have to remain competitive at present rates. In some other parts of the country, we are coming to realize that jobs that we thought didn't amount to much are now becoming good jobs, because nobody wants them.

Mr. Shultz, the Secretary who is now running the Government through the Bureau of the Budget, told our committee once he thought the highest paid Government worker we would have would be the garbage collector. As time goes by, the people are less and less willing to do unpleasant things during their working hours. It costs more and more to get people to do unpleasant things, whether it is chopping cane or picking on a machine. As time goes by, this may be a determining factor. What is it that makes these people look for such a job?

I know of no group about whom it can be said that they try as often in so many different ways to get a day's work. How many times does a person apply for a job and go on welfare or draw unemployment? These people are optimistic saying they can go down the road for an extra buck. They know their children aren't going to get the same educational opportunities as other children can get. They know they won't get doctors and other health care like others can get, or, conversely, they might get various things better one place than another.

I cannot believe it is just a bottle of wine. The kind of people I have dealt with as a lawyer and as a judge, in both prosecuting and defending, people with wine bottles don't go out looking for work 2 or 3 days a week. They might in the early stages when it is a matter of some kind of attempt to get through the fog of trying to save themselves, but alcoholics are not, as you've described the situation, known for their ambition in searching for a day's work. Because the last place they want to be is at work with a hangover and where they cannot get a drink.

I think the people you associate yourself with ought to be working with our staff and drawing up legislation so the people you need can perform the kind of service you need.

I commend you, Mr. Campbell, for what you have to say about housing. I am convinced from what Congressman Claude Pepper said that Dade County has got to bear the burden of providing better care than it does now for these people for 5 months than in Michigan where they might be around for a month. I don't feel any hesitation in concurring with what Claude Pepper says, too, that it is a national responsibility for seeing that the workers are housed properly in Dade County, and maybe you have some ideas about how we can accomplish this. As an industry that has a great and direct interest in maintaining

this work force perhaps you may have some suggestions about how we can arrange some type of partnership with State and Federal governments in some kind of a meaningful system to provide decent health and education and housing, with an equitable distribution of the costs of these programs.

I wonder if, having said those things about wanting to work with you and so on, is it your practice to do work with a particular crew leader on a regular basis, or do these fellows solicit you?

Mr. COOPER. Usually it is on an ongoing basis along the year. And, I'm also in the lime and avocado business, like Mr. Krome.

Mr. FORD. You pretty much deal with the same fellow?

Mr. ALGER. Until you become disenchanted with him for some reason. Mr. FORD. Do all of you pay through crew leaders?

Mr. ALGER. You have your regulars, like your tractor driver or your machine operator, but that's it.

Mr. FORD. How do you handle the social security on those cases when you pay the crew leader?

Mr. COOPER. The ruling of the Labor Department is, and I went to Washington to obtain that ruling 4 or 5 years ago, at that time, and they're trying to change this now, but the ruling was if the farmer had a contract with the crew leader himself, and the crew leader had a substantial investment in equipment and such, it was the crew leader's responsibility to pay the social security and such on the people to keep the records for the Government and such.

Mr. FORD. I think a recent court decision will knock that out. Well, if you had been here earlier today, you would have been told that they are paid in cash by the crew leaders, and that there are many chances that it won't be taken out. There are some explanations why they're getting less than the farmer believes he's paying for their labor. When he is asked about social security and believing he's paying it, he's told by the crew leader that he's taking out social security. From what you say here, it is a practice that the crew leader keeps records. I wonder with only 39 or 38 crew leaders in Florida bothering to register as crew leaders, how many are keeping records, and how many are helping these people to qualify for social security benefits.

Mr. CAMPBELL. It is a serious problem.

Mr. FORD. It is a serious problem. We are talking about a labor force essential for your industry. I think you have to take the same interest in this labor force as the chairman of General Motors does about his workers.

Mr. TENMAN. Mr. Chairman, I grew up in an agricultural town where the plantation owner had to deal with the tenant farmers working for him. And although those tenant farmers were on their own, there was a certain amount of responsibility that the owner had. The same tenant farmer now goes into the migrant labor force, but now he no longer has that same paternal protection he had as a tenant farmer.

To my way of thinking the farmers of this country have to assume the same kind of responsibility for their workers as the old plantation owners did for the tenant farmers.

And, this has to be a two-way street.

Mr. CAMPBELL. I have worked on these problems. And basically all social security and everything else where you have records coming

has to start with some sort of accounting. And, accounting has to be based on some sort of periodic pay.

When you pay on the barrelhead, and these people insist on it, we're going to have to somehow get through to the migrant force that when they ask every day for their money for that day's work, that is very difficult for a crew leader who has maybe 50 people 1 day and 25 the next, and 200 the next, to do this kind of constant making of records.

Mr. FORD. I went back and looked at hearings preceding the enactment of the crew leader legislation, and the story was heard over and over about the crew leader that disappeared before pay night. I suspect you have a very strong distrust of the crew leader that rubs off. What you have is what you can get in your hand, not what somebody promises is going to be there at the weekend. Then he disappears. This is about the same thing.

Mr. CAMPBELL. You have no way of getting social security and accurate recordings kept and the deductions if the man picks four ham-pers of beans, and then you give him that cash there. And then he may come back later that day and pick four more. But these people have to have recordkeeping situations. And let's be realistic, the recordkeeping for these crew leaders is just impossible. It's just impossible for them. It's impossible for them, for you, or for me to keep records. I don't care about the crew leaders, but we wouldn't keep them either. But I have made out some forms with these entire records necessary.

I put the entire bookkeeping system on one form. And we tried it. We didn't get help from the State or Federal Government. We tried it ourselves and we tried a little experimentation. The State makes these laws, but where is the application? Where is the operation to put it into practice? Where are the little pamphlets the crew leader needs to say that this is what we do? And, it says you're going to do it. And, this is the date you're going to do it on. And we don't mean maybe and not all this procrastination—

Mr. FORD. We were told here today by one witness that he participated in meetings that went on for quite some time in Tallahassee, to establish crew leader responsibility, because the crew leaders, whether registered or not, wouldn't have an idea what to do under the law as it is set up to this point. I've very recently been told they decided it's not necessary to register. I'm ready to carry this back to Washington. But it's been suggested that it is the growers who are the moving force against such enforcement of the crew leader law.

Mr. CAMPBELL. You have to have a whipping boy, and why not the grower? He always has been. It is like so much legislation. I can go on about housing and what the Housing Act of 1964—I believe it was 1964, where they promised us money to replace the Campbell camp. We spent \$10,000 in architectural fees and studies, and went to the Federal Home Administration and got rezoned and county records to show this, that we were going to build a \$1½ million camp on a foundation basis, which the law required. It was at no profit. The camp is run for the laborers just to have the labor there. And, we had to have some place to put them.

Now, what happened? We find out the money is gone and no money appropriated. It is a marvelous law to replace the camps where they are needed. Where they are needed is where the farmer does this himself on a nonprofit basis and does it for the workers. And all this money

was spent. And we spent all of our money for plans and architectural things, and nothing happened. We went up to see Senator—the Senator from New Jersey—Williams—we were up to his office and were assured that Sargent Shriver could get the homes built. That we could get a \$1½ million camp here, and a \$1,800,000 camp in Immokalee. But our workers then were living in tents. It was ridiculous. It was to be on a nonprofit basis that all this work was done. And, no money. They never even got an acknowledgment of all this stuff that was sent up.

When this happens, this discourages you. And these things beat the grower up. So what is the use?

Mr. FORD. I am reminded that this has been one of our pet gripes. You fellows must have talked to Senator Williams one time, because he has been screaming for 2 years about cutting this money loose. We haven't been able to sustain very many appropriations because we are spending too much money, I guess. But we understand the failure of the promises. That is a very valid attack on the Federal responsibility concerning the promise that was made.

Mr. CAMPBELL. The housing act was great.

Mr. FORD. You two gentlemen both operate camps at the present time?

Mr. ARGER. I use to.

Mr. FORD. As I understand it, the South Dade Labor Camp was constructed with one-half the money from a Federal grant, and one-half on a long-term loan, interest-free basis. It is operated by a public agency on a nonprofit basis. A preliminary study we have indicates that private camps which may or may not be operated as well—somebody here said that the South Dade Camp is a well-run one except for the water problem—but the preliminary figures I saw indicate the rates that they charge are as high or higher than the nonprofit camps being run by private growers.

How would your rates compare with them?

Mr. CAMPBELL. Let's compare the housing I have to offer and what they have. There is a big difference. We have an old camp that is inadequate in every sense of the word. They have individual plumbing and modern plumbing, and it is a new camp. We charge around \$15 a week. It is strictly a migrant camp. This closes after the season is over. Now, you're talking about 6 months of the year. And we furnish all the utilities, and we don't have any fees. And, actually the Campbell Camp is what I am talking about here, and the only reason that I'm still involved is, I've told the contractor to keep it open. Now, we do have a lot of problems there. And, we have a lot of farmers who are personal friends who would be up real tight if they didn't have this facility, including crew leaders and others. So, it is operating for \$15 a week with all of the utilities paid, and no fees, for example, if they break the windows.

And breaking windows goes on constantly. There are a lot of kids, and it's crowded, and that goes on constantly. The doors and windows are exploding all the time. We have a crew constantly replacing them—\$15 a week takes care of everything. And, like I told George, we have a list of his tenants to move from his housing. This housing is new, but they'll go from that into our old dilapidated facilities. You know, maybe it's not as bad as that, but it is not good. It is old.

And then they have a more free position when they want to move out unannounced, they can move out without redtape and get going. And then everything is furnished.

We have people who do nothing but clean up, you know.

Mr. FORD. It doesn't sound like South Dade labor camp is doing much more than you are, when they are making them pay the electric bill and the gas bill on top of \$19 a week rates over there.

Mr. CAMPBELL. Well, they have a lot more to offer. They have some beautiful areas. It is a difference between a first-class house and a 30-year-old labor camp. They have inside plumbing and we have outside utilities. So, you know, we have so many places, and then a toilet house. Some of our houses have inside water, but they don't have toilets there. We do have shingles on them, but it is an old wooden house anyway. But, there is a lot of difference, you know. It's better than a truck or the canal banks. So, that's why we have left ours open. I was so impressed, in the time that I described this situation in the past, I just feel it's going to happen again. Now, you talk about typhoid—we are going to catch it again down here, because you have a number of million dollar hotels here, and all this stuff, and you can't even furnish proper housing for those people that feed us.

Mr. FORD. We have had our attention drawn all day to the migrant workers' problems, but our responsibility is to all agricultural labor. Finally, we've had a description of the work force that you rely on, indicating it is half migrants and half some kind of in-place work force.

Weaving through the testimony here today, I get the picture that some of these people are fairly permanent, or at least half of the year in agricultural work here. They are not, as far as Dade County is concerned, real migrants. They consider themselves residents here.

Mr. CAMPBELL. That's right.

Mr. FORD. It doesn't look like there are better conditions for the citizen going off working someplace else than the people here. I don't see anything here indicating that the ones who stay put are any better off, unless by staying put they qualify for other kinds of programs such as food stamps.

Mr. CAMPBELL. By staying put, they get in this Homestead Housing Authority camp. And, off season doesn't really exist. Off season is about August. And the people know how that goes better than I do, but you'll find those camps are probably filled up all year, or if not filled up, almost.

Some crew leaders can dictate who is in the camp.

As a matter of fact, we have submitted today a rent receipt signed by a crew leader. A crew leader will rent houses for his crew. This is always the case.

Mr. FORD. You mean in South Dade Labor Camp?

Mr. CAMPBELL. No, in private.

It was the Far South Labor Camp and the Redland Labor Camp, they have almost 100 percent a year occupancy. And the South Dade Labor Camp is 100 percent year round with 25 percent transients.

And one of the requirements of residency there is you're actually engaged in farm labor. It is a farm labor program. They are farm laborers and they have to be working in agriculture, but they have a

house now, so they don't go back to the South Carolina area at all. They work in the groves in the summer, and with us in the winter. But we have 75 percent of the support in the industry down there in tomatoes, pole beans, and squash, and they come from the crews that come here. And there is no place for them to go. And that is why if this new camp is built that Mr. Alger would like to close this down. And, that is the way the migrant camps should be. It is not economical, and you can't make it pay off this way. There is no rent for 5 or 6 months, but it should be closed down so that these people can't tie them up and stay in, and when these transients come in, they have someplace to stay. In other words, they can move right in.

Mr. FORD. I want to move on to the other members of the committee for their questions. Before I do, I want to make one more request of you gentlemen. You indicate you are with crew leaders who render valuable services to the employee, and that it works. I think at some stage of the series you ought to have them reflect their point of view about the manner in which they ought to be registered and what they are doing.

Would you like to submit to us a list of their names so we can make contact with them and ask them to submit statements or possibly get in front of us if we have the chance? Or, we can go someplace close by or intercept them elsewhere as they go up the stream. If there are these kinds of crew leaders, we ought to give them a chance to be here as a representative of the fellows you're dealing with. We ought to give them a spot in the proceedings here. I would like to hear them and their point of view.

Mr. LANDGRAVE. It's just too late in the day to get into a big long dialog with your people. You've heard some of these specifics. And, I employ people in my private business life, and I am having an extremely hard time to get people to take jobs that pay \$6 an hour because of the competition that has been brought about by food stamps and workmen's compensation and unemployment compensation—not workmen's compensation—but plain across-the-board handouts. So, I guess that I'll just use less than 1 minute to respond and tell you that when I was young, I guess I was a migrant worker, too, and did whatever neighbors could use me for for a dollar a day and lunch from 7 in the morning to 6 at night.

And, it seems that sometimes during these 40 years we've seen Uncle Sam borrow and spend and elect and go through the new deal or the fair deal and the new society, and get a massive \$450 billion debt. And I have a feeling we're coming to the end of our rope. We have lost our balance of trade. That is gone. And our dollar has been devalued twice within the past year. And I am pessimistic only to the degree with which America fails to see the handwriting on the wall—and some of you gentlemen seem to see it. Working people and employers need to roll up our sleeves and become productive again and become responsive again. Then we should try to see if we can't make free enterprise work and get back on the track and start meeting our obligations. You say you can't house the people and the Federal Government has to house them. But if the Federal Government is in lock up to its ears, the only way that makes the Federal Government able to house them is it can tax. But without belaboring the point, I am simply going to say to business people, the only difference between business people

and working people—and this is kind of a nasty thing to say—I think a man who operates a giant business has a giant responsibility, and you had better be talking to your workers and reasoning with them. And all of these employees and other people had better take a look at the foreign competition and at the situation in our own country and at the overall situation, and see what they can do to improve it.

Mr. LEHMAN. I want to thank you for coming. And, I think this is going to be productive. I think the answer is going to have to be basically that you're going to have to be involved in the answers. The problem is there, and you have to resolve it. I don't think the committee is here to harass the farmer or the farm owner. I think we are hoping from this that you will become involved with this legislation and this legislative process, and we can work together to see that this situation is resolved. I know you cannot keep going with this kind of a problem on your back. And I believe somewhere along the line you will deal with it with the help of the proper legislation, and the proper legislation that is funded properly. And, you will come out with a better business. And, if you don't do that, we will import all of our sweet corn from Mexico and all of our labor from the Caribbean at some point.

So, we have to address ourselves to this problem. You cannot turn your back to the problem. Either the Government has to do it for you, or we can do it together. And, that is really what we want to do, to work with you.

Mr. COOPER. The grower is seldom asked when it comes to problems of farm labor. He is usually the last one, and he usually finds out about all the hearings in the newspaper.

Mr. LEHMAN. You are talking about the man who works there each day and gets paid. I remember that 25 years ago, construction laborers got a job on the corner and they have come quite a little distance since. This is the same thing. It's been changing, and this is going to happen, because there is a vacuum now, and somebody is going to take charge of these people, and you are going to have to deal with them. So, in a sense, it's better to meet that problem because these people aren't going to demand \$10 a day of \$20 a day more, if you're providing the leadership.

Mr. ALGER. We have the Florida Farm Bureau and the Florida Fruit and Vegetable Association, and both of these organizations are represented on this board here. I am a member or director of many organizations, and George is a director of the Farm Bureau, and all these organizations that have been mentioned before are good organizations to work through.

Mr. LEHMAN. Work with.

Mr. ALGER. Yes.

Mr. FORD. I might mention we've invited Mr. Triggs to suggest the names of people down here to come in and testify. He said he didn't have a contact down here. I followed that up with a letter telling him if at any time he came up with a name until the time we finished the hearings tomorrow, I'll be glad to take care of that. I'll hope that we can work with you and have a chance to get to solutions of these problems, because they are problems that are going to result, as Congressman Lehman said, in a solution one way or the other. And I am not at all satisfied with things as they are going now.



Mr. CAMPBELL. I have a crew leader out here myself—I have people out there working, and this is true of the farmers here, it's difficult to get them whenever a hearing occurs, to take the time off from their businesses—however, it is very easy to get people representing the OMICA and other organizations, because they are paid to do this. This is their full-time occupation.

Mr. FORD. If they want to submit a written memorandum with their position, they don't have to take off work. For that matter, if you have got any of them around, I am leaving some staff behind to talk to some people this weekend, and they can go to the people in the fields and talk to them. Give us a list of names, and some way to contact them by mail, and we'll make up a simple kind of a questionnaire which could say, would you like to comment on this, and on this. If they want to, fine. Otherwise, they can throw it away.

Mr. COOPER. Crew leaders are migrants who have saved their money and bought a truck.

Mr. FORD. But the image of the crew leader that many of us had for years is a very, very negative image. I have to meet these kinds of guys you have described. Over my legislative career and legal career, I haven't run into them and that includes 2 years in the cherry orchards of Michigan. I learned indelible lessons there about man's treatment of other men. That was the beginning of my cynicism. That is where I started finding out everybody in the world wasn't filled with love and human kindness.

Mr. KROGER. I don't have the address to get in touch with you.

Mr. FORD. Tom will write out a sheet for you or you have Mr. Lehman's office here. He's working with the committee, and if that is easier, you can contact him there by phone.

We have two other witnesses who've been waiting all day long. They are Robert Mitchell, who is executive director of the Governor's task force on housing and community development, and James Upchurch, of the American Friends Service.

Gentlemen, I want to apologize for making you sit here all day.

We have prepared statements, and without objection, these statements will be placed on the record.

[The documents referred to follow.]

STATEMENT OF ROBERT EDWARD MITCHELL, EXECUTIVE DIRECTOR, GOVERNOR'S TASK FORCE ON HOUSING AND COMMUNITY DEVELOPMENT

Today I would like to outline very briefly some issues considered this past year by Governor Reubin Askew's Task Force on Housing and Community Development. To supplement my remarks and provide the documentation for them, I am submitting separately the Governor's First Annual Report on State Housing Goals; the five-volume series of studies, *Housing in Florida*, that served as the basis for developing state government's housing strategy to be considered in the current legislative session and a separate draft paper I have prepared titled, "Updating a 1967 Organization: Housing Authorities, Housing Reform, and Revenue Sharing".

#### CURRENT CONDITIONS

Rural housing problems rightly play a crucial role in all these documents. Florida's non-urban areas have the highest relative proportion of poor families and of substandard housing. Our federal housing programs are even more inadequate in these areas than in our cities.

We estimate that \$208 million in direct and indirect housing subsidies came into the state in 1972, mostly in the form of income tax deductions for interest payments and local property taxes for home owners; 68% of these funds went

to families with an annual income of \$7,000 or more. This, as others have emphasized, is socialism for the rich and free enterprise for the poor especially the non-urban poor.

Our rural poor have been neglected. From the beginning of 1968 through 1972, only 6 loans to support 43 units were made under Farmers Home Administration Sections 515 and 521 rental programs. Our records go back further for Sections 514 and 516 farm labor housing programs. From the beginning of 1960 running through 1972, 16 loans for 2,926 units were funded. A little over 4% of all rent-assisted units in the state have been sponsored by Farmers Home. To round out the federal housing assistance from Farmers Home, 5,556 home-owner loans under Section 502 were made in a 4-year period 1969 to 1972; 196 self-help housing units were funded during the same period.

Our figures clearly indicate that this is a meager level of activity, especially compared to the indirect subsidies given the non-poor. But we are also informed that: (1) except for farm labor housing, the near-poor are much more likely than the poor themselves to be aided by these programs; (2) Farmers Home could not spend all its allocated housing funds either in Florida or the nation. Somehow the delivery system is inadequate.

#### ISSUES AND PROPOSALS

Let me suggest six issues that must be addressed if our non-urban housing needs are to be met.

First, these programs are inadequately funded. This assertion needs qualification. Subsidy money was apparently not spent last year despite the overwhelming unmet needs that exist in the state. This is because the present delivery system is not capable of handling a large volume of funds, which is to say that our low and moderate-income families in non-urban areas will never have their housing needs met as long as the present system is preserved.

Second, Farmers Home and HUD/FHA have not adequately coordinated their programs, with the result that a large number of communities are not served by either federal housing agency. Except for public housing, Farmers Home is to provide housing in communities of up to 10,000 population, after which the city is defined as a HUD service area. Yet we find that Farmers Home did not provide loans in a large number of communities with less than 10,000 population. This suggests that some mechanism—a state or regional agency, perhaps working with a central national housing agency—must be created to speak adequately to an area's total housing needs. Such a state and regionally-based mechanism is especially needed in counties where the housing market is weak, where there are few private mortgage-lending or servicing institutions, and where the construction industry is underdeveloped.

Third, Farmers Home and HUD have parallel programs, except for the one that is directed primarily to the most needy families. That is, HUD handles public housing regardless of the size of the community or its location. Funding levels have been meager for this kind of housing statewide. Farmers Home nearest equivalent to this is for farm labor housing. But instead of operating this program through its state office, decisions on the funds for this are handled directly by Washington. Changes are required to encourage state governments (for those willing to do so) and local housing authorities to sponsor this kind of housing along with public housing.

Fourth, just as HUD/FHA has a large number of diversified housing and community development programs (more than 80 at last count), so does Farmers Home have a wide diversity of programs. HUD/FHA, however, is consciously housing-oriented with an array of qualified housing administrators to handle these programs. Farmers Home housing programs, on the other hand, are a poor stepchild handled by harrted county-level supervisors whose major responsibilities appear to be for production and market-oriented programs, not housing. To give housing high salience, the state director of Farmers Home has set loan targets for his county supervisors. This is a step in the right direction. But the targets are not based on local need. Instead, they are based on past loan performance. Furthermore, it appears to us that it is much more difficult for state government and local housing agencies to work closely with Farmers Home to develop regional housing goals and programs. Farmers Home county supervisors are much more independent-minded than HUD personnel. To correct this situation, a few basic changes will be necessary to bring Farmers Home into a closer working relationship with HUD, state government, and both local and regional public agencies in developing housing goals and strategies.

Fire, as the above remarks suggest, it is a misnomer to claim that we have a "housing delivery system" in Florida. The federal government provides subsidy monies, but the initiative to apply for these monies lies with local governments and the private sector. I refer here primarily to local housing authorities.

There are far too few cities and counties that have responded to the shelter needs of their low and moderate income residents. We have discovered that 19 counties are without any authority and that most existing authorities operate within one municipality only. Also, we discovered that existing authorities tend to the weak and have far too little concern with meeting the objectives for which they were created. Housing authorities are eligible sponsors for both Farmers Home Farm Labor programs and for the traditional public housing. Yet rural areas are not served by these local sponsors.

To correct this situation, it will be necessary to (1) expand the powers and responsibilities of existing housing authorities so that they can speak more generally to the full range of housing needs of their communities. (2) The geographical boundaries of authorities must be extended so that regional approaches to housing needs can be developed. (3) State government itself must expand its capabilities and leadership in these programs. Federal incentives to encourage state governments to move in this direction can be very useful.

Next, and finally, adequate formulae must be developed for allocating housing funds to states and to areas within them. These formulae apply equally as well to the present programs caught under the moratorium as they do to the proposed special revenue sharing scheme. We must not balkanize our housing efforts by giving funds to individual cities, counties, or Farmers Home districts. Preference should be given to state and regional bodies. Also, the formulae should take full cognizance of the comparative needs of different areas. As the home base for a very large share of America's migrant workers, Florida deserves special consideration in obtaining additional funds for these low-income non-urban families. Other information, analyses, and proposals for meeting the housing needs of Florida's low and moderate-income families appear in the Governor's First Annual Report on State Housing Goals as well as in the other documents I have supplied the Sub-Committee. I can assure you that state government, its Department of Community Affairs, the Governor's office, and other state agencies wish to work closely with you in developing the housing reforms that are so urgently needed in Florida and the nation.

[Statement of Mr. Upchurch follows:]

STATEMENT OF JAMES E. UPCHURCH, JR., FARM WORKER HOUSING DIRECTOR,  
AMERICAN FRIENDS SERVICE COMMITTEE

My name is James E. Upchurch, Jr. and I reside at 2521 Donnelly Drive, Lanham, Florida. I am the Farm Worker Housing Director for the American Friends Service Committee. My brief statement is on behalf of that committee and like-minded friends. (No single body can speak for the Quakers, the religious Society of Friends.)

What the American Friends Service Committee has to say is based on 34 years field experience with low-income housing efforts beginning in 1937 with self-help housing for coal miners in Pennsylvania.

In November, 1965, the AFSC began a program of migrant leadership education on the East Coast. Our staff quickly identified adequate housing as important to farmworkers wishing to leave the migratory stream. We also found bad housing to be tragically commonplace for seasonal and permanent farmworkers in the home based state of Florida. Ill-housed black, chicano and poor white farmworkers provide stoop labor almost in the shadows of luxury high-rise apartments on the Gold Coast. Encouraged by the 1968 housing act we began in May 1969 to package Farmers Home Administration 502 loans for farmworkers. The thrust of our efforts has been and is to increase the non-company owned rural housing supply but our moderate successes and many failures with Farmers Home has exposed us in minute detail to the failure of migrant housing programs. After two and one-half years in attempting to reconcile congressional intent with Farmers Home local administration we issued "Abuse of Power", a report showing how a local administrator has served to deny the efforts of the Federal program to those who are entitled to its services. With your permission, Mr. Chairman, I would like to have this report read into the record.

In 1971 we began preparing the first of a series of Section 514-516 Farm Labor Housing applications for United Farm Workers of Palm Beach County,

a local organization of farmworkers. (The Farmers Home Administration 514-516 Farm Labor Housing program is the only Federal Housing program designed exclusively for migrants.)

The United Farmworkers project was delayed when local government refused to connect utilities and before we could resolve the matter in Federal Courts, the President first impounded and later placed a moratorium on Migrant Housing loans and grants thus killing the two year effort.

The truth is that the Congress has never enacted a respectable Farm Labor Housing Program and the pitiful little thing that the President just killed provided only 9.2 million for migrant housing in the entire nation last year while Florida received an amount about equal to the recent typhoid medical bill. (2.1 million grant)

The Rural Housing Alliance, a respected non-profit organization based in Washington, has estimated that we need 300 millions for farm labor housing this year. We estimate that Florida needs 84 million dollars in brick and mortar money over the next three years and 12 million dollars to deal with the human element in housing over the next 10 years.

Equally important is the need for administrative change and we don't need abolishment or long moratoriums to determine what needs to be changed. Migrant representatives have known about the flaws for a long time. Some of them are obvious. For example, if you are trying to free the farmworker from the stranglehold that labor contractors or growers have on him when his "company town" housing is controlled by his employer, you don't lend the labor contractor federal funds to build more "company-town" housing. The Farmers Home Administration has used Farm labor housing funds in this manner.

Mr. Chairman—I submit this proposed budget for the United Farm Workers Labor Housing Project as evidence that the program cannot serve migrant workers unless some kind of rent supplement is available in addition to the 90% grant and 1% loans. I urge you to return to Washington and rewrite this program.

I would also like to submit this photograph of raw human sewage floating in front of the entrance to a Farmers Home financed farm labor camp in Palm Beach County. I took this photograph Tuesday of this week near the uninspected well that serves as a water supply for the 100 unit farm worker housing. Perfect typhoid conditions exist in this camp. I urge you to investigate the responsibility that the Farmers Home Administration has for requiring proper management after making loans and grants.

Other Federal Housing Programs have limited usefulness to migrants:

1. None of the HUD programs worked for migrants.
2. A Farmers Home 502 contractor loan can serve some moderate income farmworkers but few migrants.
3. The Farmers Home Self-Help Housing Program can serve many migrants seeking to settle out of the stream but the President plans to eliminate this self reliance method.
4. The Farmers Home Cooperative Housing Program might work but Farmers Home doesn't like it and they have never made the first loan in Florida since Congress enacted the law in 1965.

If this committee conducts an in-depth investigation of migrant housing in Florida you will find that the Farmers Home Administration is not designed or motivated to help those farmworker families with the greatest need first. Rather than respond to farmworker needs Farmers Home responds to applications from builders or organizations. Among organizations Farmers Home prefers to work with local housing authorities but only 13 of Florida's 67 counties have active housing authorities. The result is very little correlation between emergency need and federal response.

We have a rural housing crisis in Florida—it isn't new, but I will never understand how the government can fly federal equipment from Alabama to Miami Beach when their water quality drops, yet no one sees a crisis when migrant children play in sewage. I hope that you will return to Washington and demand that something be done for the powerless farmworker.

Thank you.

Mr. Ford, I want to acknowledge for the record, and so all you people can meet John Buckley, who's here representing Congressman Dante Fascell. If you have a statement for the record, we'll ask that the statement be included in the record at this point.

Did you want to say anything, John?  
[Mr. Fassel's statement follows:]

STATEMENT OF HON. DANTE B. FASSELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman, I very much appreciate the personal interest you have taken in the problem here in South Florida and I am particularly grateful to you for agreeing to my request and that of my colleagues, Congressmen Lehman and Pepper, to come to Dade County and hold these hearings.

When I visited the South Dade Labor Camp during the height of the typhoid epidemic last month, I was shocked and appalled by the conditions in which these people are living. This particular camp had the reputation of being one of the better facilities for migrant farm workers. If this is the case, I dread to think what the others must be like.

One week later, we were thimder-struck with the revelation that some workers were being held under slave-like conditions by a farm labor contractor. Fortunately, this particular case was discovered, the contractor arrested and the workers are now being treated and cared for. But how many other situations like this and, possibly, worse, are there that we don't know about?

The Congress has enacted a number of programs specifically designed to help migrant workers and to improve their living conditions. Many of these programs are very good ones and have proven to be effective. Others are either being underfunded or inefficiently administered to the point where they do not have the impact they should. This investigation will look into these programs to determine whether some of them should be eliminated and whether new programs are needed.

But we need to look deeper into this problem than the implementation of programs. We must determine whether the migrant worker is receiving all of the civil protection and civil rights to which he is constitutionally entitled. The lack of enforcement of already existing laws seems to be indicated in the South Dade situation. While this subcommittee naturally has no jurisdiction over the adoption or enforcement of local or State laws, we must find out whether any Federal laws have been knowingly or unknowingly violated, or are lacking and need to be enacted.

This examination should cover a wide range of areas: the contamination of the water supply which resulted in the typhoid outbreak; the building standards of the housing in which the migrants are living; the education which the children are receiving; and the working conditions and wage scales which are in effect.

With respect to housing, a situation has existed for more than a year which should be thoroughly looked into. While the specific example may not fall within the jurisdiction of this subcommittee, I call it to your attention as an example of what the migrants and those who are trying to help them must face.

In January, 1972, the Homestead Housing Authority filed an application with the Farmers' Home Administration for a 1% loan under its multiple housing for migrant farm laborers program, to construct a 400-unit housing project in South Dade. To make a long story short, the application has been kicking back and forth between Miami, the FHA State Office in Gainesville and the Washington office for over a year. Revisions in the application were requested and provided.

Both Senator Lawton Chiles and I have met with FHA officials in Washington and have been in telephone contact with them repeatedly in an effort to expedite the application's processing because the need for housing in the migrant areas is so pressing. We have both been assured that the application has been approved at the Washington level, and that this approval was made prior to the Administration's freeze on the program and therefore is unaffected by it.

But—and here is the rub—the project is pending approval of a final revision of the architectural drawings which, apparently, must be given by the State FHA Director. This individual has repeatedly stated his opposition to the project and has acted in every way possible to delay it, in spite of the fact that his superiors in Washington have already indicated their approval.

Mr. Chairman, I thank you again for coming here to hold these hearings. I am confident that the outcome will result in positive legislation and action that will finally bring some hope of improvement in migrant living conditions.

Mr. BUCKLEY. I just want to welcome you to our salubrious climate,

and Mr. Lehman and members of your committee have shown here today.

Mr. Ford, Dante Fassel has a great faculty for telling me what his problems are, and he makes damn sure you pay attention to him.

Mr. BUCKLEY. I am greatly impressed by your knowledge of the overall problems, and in the future we will look to you for future advice.

Thank you.

**HOUSING PANEL CONSISTING OF JAMES E. UPCHURCH, JR., AMERICAN FRIENDS SERVICE COMMITTEE, AND ROBERT MITCHELL, EXECUTIVE DIRECTOR, GOVERNOR'S TASK FORCE ON HOUSING AND COMMUNITY DEVELOPMENT**

Mr. UPCHURCH. The American Friends Service Committee has many years of experience in housing and working with farmers. We were encouraged by the 1968 Housing Act, and we began in May of 1969 to package Farmers Home Administration 502 loans for farmworkers to supplement the noncompany-owned rural housing supply. After 2½ years of attempting to reconcile the intent of Congress with Farmers Home Local Administration, we issued "Abuse of Power," which is a report showing how a local administrator has denied the efforts of the Federal program to those entitled to its services.

And with your permission, I'd like to have the "Abuse of Power" read into the record.

Mr. Ford. Without objection, it is so ordered.

[The document referred to follows:]

**STORIES IN BAD HOUSING IN AMERICA: ABUSE OF POWER**

The Rural Housing Alliance is privileged to publish this report by the American Friends Service Committee, a report which tells a sorry, tragic tale of race prejudice and bias against the poor in two Florida counties.

The local supervisor in Florida is well portrayed in the following pages, but it must be made clear that this man is well known to his State Director and the State Real Estate Loan Officer, as are his prejudices and practices. They have been known to me for four years, so they cannot be unknown to the FmHA national office. The state and national officials who have permitted this supervisor to impose his prejudices on the poor, particularly the Blacks and the Chicanos, are as guilty of maladministration as though they had performed the acts personally. Let them not be self-deceived: The situation in Palm Beach and Martin counties in Florida is not an isolated one; it is one among many. The tragedy is that in most areas where the poor are confronted by bigotry and discrimination there is no dedicated and knowledgeable AFSC staff to document their complaints in legalistic fashion.

This report is not intended as a blanket indictment of FmHA. That agency has many employees who are dedicated and honorable people, who do a good job under the most trying conditions imposed by Congressional stringency and lack of foresight. They work long, hard hours with mounting work loads, and discriminating bonding procedures which jeopardize the financial welfare of their families. In exposing malfeasance we intend no dishonor to the good people.

FmHA is an old agency and it shows the effects of age. The Senate and House Agricultural Appropriation Subcommittees must bear the blame for many of the agency's inadequacies, but in due respect to them these Subcommittees have behaved more responsibly in dealing with the rural poor than any President since Franklin Roosevelt—and you can name them, Truman, Eisenhower, Kennedy, Johnson and Nixon.

The rural poor are pariahs—the American political untouchables.

The Farmers Home Administration has a vital role to play in rural housing. It is the only federal agency whose structure and authorities enable it to deal

more or less effectively with the housing needs of small town and rural people. With increased subsidies and additional administrative funds it could go far in meeting those needs, but we join with the AFSC in saying that if it is unwilling or incapable of ridding itself of bigotry and prejudice, then another agency must be created to take its place.

CLAY L. COONRAN,  
Executive Director, Rural Housing Alliance.

#### INTRODUCTION

In November of 1965 the American Friends Service Committee, with a grant from the Office of Economic Opportunity, began a program of leadership education among farm workers in the East Coast migratory stream. The general purpose of this program was to teach migrant farm workers their rights under the law, the programs that were designed to aid them, and techniques of achieving these rights and acquiring the services in order that migrants, themselves, might put an end to some of the exploitation to which they were subjected.

During the first three years of this program, staff became increasingly aware that basic change in the conditions of migratory farm workers would not come about without the development of a secure and satisfying home base, including decent housing now owned or controlled by employers. Inadequate and substandard housing is one of the most degrading aspects of the poverty to which farm workers are subjected. It became apparent that for farm workers wishing to leave the migrant stream, decent housing and access to adequate jobs were the most crucial problems that must be solved.

In 1968, Congress passed a housing act which was designed to provide subsidized interest rates to low income people who could not otherwise afford home ownership (FHA Section 235). A similar program of subsidized interest rates was made available under the Farmers Home Administration Section 502 Home Loan Program. It was obvious, however, that seasonal and migratory farm workers would not be affected by these programs unless someone were to help them through the red tape of filling out forms, getting land options, credit references, building plans, income verification and all of the necessary items that go into the making up of a loan application package. It was not likely that farm workers would even know that these programs existed unless a sympathetic agency brought the programs to their attention, and then helped and encouraged them through the long, drawn-out process of applying for a loan.

In May, 1969 this became the major thrust of a housing component for AFSC's East Coast Migrant Project program. A housing director was hired who had considerable experience in the area of home mortgages as well as experience in the home building industry. Later, an administrative assistant was added to the staff to expedite the paper work. Housing "aides" were hired from the farm worker communities to help in the recruitment of eligible applicants. The packing and follow-up on loan applications has continued to be the major thrust of the housing program.

#### FLORIDA RURAL HOUSING PROBLEMS AND THE FARMERS HOME ADMINISTRATION *Rural housing problems*

"Across our wealthy nation poor rural families pay more for less housing. They pay more for tin shacks, board shacks, and hovels, two rooms in a crumb-thin tenement. They pay 25%, 30%, 35% of poverty wages. And they pay more. They pay in physical health; they pay in mental health; they pay with defeat already set in the eyes of their ten-year olds. They pay more than the middle-income family pays for shelter, more than the wealthy. Usually they have no other choice."<sup>1</sup>

In Palm Beach and Martin Counties, Florida, rural, low-income housing opportunities are scarce and many farm workers are looking for more than decent, safe and sanitary housing. They often seek to escape from company-owned housing to the security of homeownership. They seek to escape from the chaos of mismanaged, high density, private rental housing to an environment that they can control and improve for their family.

Where do they turn for help? Privately financed housing is too expensive. The Federal Housing Administration has neglected rural housing, despite reports that % of our nation's bad housing is in rural areas and small towns. Rural Housing Alliance, "Self-Help Housing: One Choice . . .", (Washington, D.C., 1970.)

Communities which have housing authorities report long waiting lists for a limited number of rental units. Palm Beach County did not have a housing authority until 1969 and the authority has not constructed any units since its creation. The only program that offers homeownership to rural families is the Farmers Home Administration (FmHA) and this report describes how FmHA has responded to the rural housing crises in Palm Beach and Martin Counties.

#### *What Is The Farmers Home Administration (FmHA) ?*

The Farmers Home Administration, an agency under the Department of Agriculture, has authority to insure and make 100% rural housing loans to farmers and other rural residents, including senior citizens over the age of 62.

The loans, with their maximum repayment plan of 35 years, can assist low and moderate income families unable to pay the existing mortgage rates charged by banks or other lending institutions. These families may qualify for an "interest credit" loan under which a portion of their mortgage payments is supplemented by the federal government. Depending upon a family's income and number of dependents, interest credit may reduce the effective interest rate to as low as 1%.

FmHA publicity states that loans may be obtained for the following purposes: Building, improving or repairing homes in the rural areas. Building farm service buildings. Providing water for areas not currently served. Repairing areas damaged by natural causes. Refinancing debts (under special circumstances).

FmHA financed housing must be constructed in a rural area. Rural is currently defined as a community with less than 10,000 population. Urban applicants for FmHA loans must build on rural sites.

Most of the authority for making loans lies with 1700 county supervisors in rural counties throughout the country. Policy is set at the national level and state offices administer the program through the county offices. All employees are U.S. Civil Servants. Loans must be approved by a County Committee composed of three local residents, two of whom must be farmers.

#### *Attitude of Farmers Home Toward Poor People*

On June 27, 1969, a local County Supervisor of the Farmers Home Administration referred to the first Black applicant we assisted as a "nigger". On several occasions thereafter we have been subjected to extended lectures by FmHA staff which have indicated a complete lack of understanding of the problems of poor people. The local County Supervisor readily admits that he would prefer to work with farm operating loans or to make housing loans to public bodies rather than deal with individual poor families or organizations of farm workers. Character assassination is an inevitable part of any dialogue concerning the acceptability of low-income Blacks for housing loans. We were told that one applicant's daughters were "just prostitutes". Certain FmHA personnel apparently don't understand that the purpose of FmHA is to assist low-income families to obtain decent housing. None of the basic authority laws mention legislating morality or changing cultural patterns. FmHA staff often create their own criteria for home ownership loan approval. This often includes attempts to impose certain standards of morality on minority groups. The County Supervisor has, for example, insisted that families with illegitimate children are ineligible for loans.

#### *FmHA Farmers Growers Oper Workers*

Historically Farmers Home Administration has had farm ties with farm owners and growers. In its early days its primary function was to serve farm owners and extend farm loans. A county review committee, composed of local farmers, was then a logical part of the structure. But neither the structure nor the orientation of FmHA as an agency has changed with the times or the programs. FmHA is now the federal agency designated to help in the rural poor get housing. But our experience shows that, particularly in the South Bay area, the growers determine policy and have the final say.

Take the situation of three South Bay clients employed by a local agribusiness farm which also has farms in Michigan. On January 25, 1971, AFSC received a telephone call from the County Supervisor, indicating that the three families, who were currently employed by this firm, would be turned down because the employer there felt that AFSC was "stirring up employees for no good reason", presumably because AFSC was attempting to get families into decent housing. Because of our housing efforts in South Bay, we are "creating problems" for

<sup>2</sup> Some "county" offices serve several counties.

this farmer since he would prefer that the entire family travel to Michigan if they are good workers.

The County Supervisor informed AFSC that it was "against all rules" for him to grant a loan to a family who would be out of state. When asked to quote the rule, he answered, "I don't like for them to be away at all." There is no regulation in the Farmers Home Administration Instructional Manual which states that a family must remain in their home all year.<sup>3</sup>

The County Supervisor informed AFSC that all three of these families were, as was expected, denied approval for their loans. They have by this time, already left for Michigan, disgusted with ever trying to obtain decent homes from federal programs theoretically designed to assist them.

*FmHA rejects farmworkers because of the seasonal pattern of farm work*

If any organization should know that farming is a seasonal business, it should be FmHA. Since farmers specialize in certain crops, the worker must seek work from several different growers to be employed all year. Dealing with FmHA sometimes seems like a review of *Catch-22*. FmHA is to make loans to farm workers but farm workers are rejected because of farm work.

The story of W. H. is not really atypical of many of the families in the South Bay-Belle Glade area.

W. H., his wife and two sons live in a tiny two-room apartment in the heart of the Black ghetto of South Bay. They share their "living room" with a refrigerator and gas stove, which makes for very uncomfortable living in this hot, muggy interior section of Florida. They have no indoor plumbing.

They have lived here for twenty-one (21) years, paying \$12.50 per week for rent. Why have they not moved? The answer is simple—they have no place to go. They could go a short distance down the road to a set of apartments where children, pets and rats flow out the doors—and where all apartments are connected to one septic tank. For these "extras" they could pay five or six dollars more per week. Or they could move into a small house, where the rent is \$33.00 per week and where the rats scurry through the walls in the middle of the night, and the roofleaks during the rainy season.

The only answer for this family is home ownership under a federally subsidized program since they cannot afford to go to a regular savings and loan institution and pay at least \$2,000 for a down payment.

But the H. family was flatly rejected by FmHA. Why? Their rejection notice stated that because M. H. did not have a *permanent year-round job in South Bay*, he could not be granted a loan. True, Mr. H. does not work in South Bay all year around—he is on the road four months of the year when the season becomes slack in South Bay. But his wife remains in South Bay, and would remain in their home (the lack of someone in the home during the summer months has been a constant complaint of Farmers Home). He would continue to work and earn, which is his purpose in going on the road. This family was never interviewed, because the decision had already been made that they would be rejected, allegedly, because Mr. H.'s employer had indicated to FmHA that "they were a couple of drunks." Our contacts with this family showed no basis for this allegation. The lack of a permanent year-round job was merely an excuse which allowed FmHA to reinforce the employer's remarks about the "place" of his employees. Perhaps this was a fabrication to keep this family out of the highly controversial Roberts Subdivision—previously an all-white subdivision.

*FmHA considers seasonal farmworkers to be undependable*

In Palm Beach and nearby counties seasonal farm workers must follow whichever crop is in season. As the federal agency specializing in rural housing, FmHA should understand the need for seasonal work. Particularly in the South Bay-Belle Glade area, workers may spend six weeks in corn, four weeks in celery, five months in sugar cane and so on. A small percentage of the workers have permanent year-round employment. But, most workers are employed during the height of the cane season which lasts roughly from November to April (the 1970-71 season ended early this year—in March.) After the season has ended, the workers may travel north for farm labor work, remain in South Bay for work in whichever crop is in season, or they may go to the urban area of West Palm Beach for jobs. A specific case in South Bay illustrates this:

<sup>3</sup> AFSC agrees that migration can be harmful to farm families, but the issue before FmHA should be ability to pay. In fact, homeownership is often the key to ending a family's migration—this brand of logic cannot be sold to the FmHA staff.

B.L.B. was denied her loan approval because she has "undependable income". She is unmarried, the mother of five, and a farm worker in South Bay and surrounding areas. Her rejection was due to the fact that she broke one of the unwritten rules of the local FmHA office—she is an unmarried woman with children. Shortly after her application was submitted, AFSC was advised not to send applications for any more unmarried women with children to the FmHA office, since they did not meet the criteria. On this same occasion, AFSC was told we were "scrapping the bottom of the barrel for applications."

A legal aid attorney, representing B.L.B., met with the County Supervisor and asked to see a copy of the written regulations supporting the supervisor's statement that "unmarried women with children are a poor credit risk due to the probability of pregnancy." The Supervisor said that "this was policy and was not in the Farmers Home regulations". The attorney asked to see a copy of the Farmers Home policies. The County Supervisor replied that "policy was acquired by experience." The attorney asked how low-income rural residents would be able to determine their eligibility unless some standardized criteria were available and published. The County Supervisor replied that "policy of this kind is often acquired by osmosis" and that, even if he had the time to explain policy to low-income applicants, it would be ineffective since FmHA policy is always changing.

As above stated, B.L.B.'s loan was denied on the basis of undependable income— income not dependable in the sense of typical middle class values. Yet she works with the seasonal crop, and at the height of the sugar cane season, she is employed by a local dry goods store. Even though her job pattern is not orthodox in the eyes of Farmers Home, Miss B. works all year round with whichever crop is in season in the South Bay area or she finds other temporary jobs. She has never been dismissed from a job, leaving only when the seasonal work for a particular crop has ended.

Her annual rent payments are \$894 per year for a small substandard apartment in South Bay. Half of this rent money would pay the yearly home payments on a \$12,000 house based on the 1% interest program—a program for which she could qualify.

*Rural residents should not be restricted by FmHA from obtaining employment in areas which can offer them the most opportunity for economic advancement*

One applicant, who applied for a house in Indiantown, was recently interviewed by Farmers Home and was told that he did not have a stable income because he works during the season in Pahokee and, during the summers, he works in construction in the West Palm Beach area. However, if the construction industry is lagging, he always has a job in Minnesota. If he wants it, while his wife remains in this area.

FmHA went one step further with this family and told them that they should seek housing in Pahokee, that they should not go from one area to another (a distance of 18 miles between Pahokee and Indiantown). Committing has become a way of life for most Americans living in or around urban areas. But, because this family is Black and low-income, their commuting patterns are viewed differently from the millions of middle-class persons who commute daily.

*FmHA encourages family breakups*

One family in Indiantown particularly reinforces our belief that FmHA is attempting to regulate and break up family relationships.

Only recently C. G. was denied loan approval because there was an "unstable number of persons" in his family (his two daughters have five children). The County Supervisor informed him that if he turned his daughters out, the would build him his home.

FmHA seems to be wholly unaware of the strong ties in this, and many other poor families. G. told the County Supervisor that he would not, under any circumstances, turn his daughters out just to obtain a home.

*FmHA and the "hand-out theory"*

The General Accounting Office is investigating the local FmHA office to determine if families in Indiantown were forced to accept inadequate houses and lots instead of building larger units and increasing the subsidy. The local FmHA may be in violation of their own Instruction 444.1.

When applicants have requested adequate housing, FmHA staff have implied that, because they are poor, they should accept what they get gratefully and stop complaining. In the case of the W.J.B. family in Indiantown, Mr. and

Mrs. B. selected a three bedroom, one and one-half bath plan that was not, by any definition, too large for their family of nine. Mrs. B. reported that she was not shown the plan at the loan closing at the Farmers Home Administration office. As the house took shape, she realized that the house being constructed was not the same as that described by the builder. The most important change was that the house under construction included only one bath.

Mrs. B. reported this to the assistant County Supervisor in charge of FmHA construction inspections. She reported that he told her that she "should be grateful for anything she gets—" that "an FmHA loan was the equivalent of a government gift." She was pressured into accepting the smaller house.

At Mrs. B.'s request, the AFSC called the County Supervisor to inquire about the FmHA office copy of the plans and specifications on file with the B. loan docket. The County Supervisor reported that the plans were "missing from the file" and that the section of the required construction specifications which described the materials used in baths was blank and/or incomplete.

It was never the intention of Congress, when enacting the Farmers Home Low-Income Housing program, to treat low-income rural residents as second-class citizens. It is the implementation of this program by local staff that undermines the purpose of the program.

#### *Poor Discouraged by High Down Payment*

With spiraling inflation placing a burden on most families, the ones affected the hardest are the poor, who find that their food, clothing and shelter costs are taking up a major portion of their incomes. Sometimes saving money is impossible. Or, if any money has been saved, it usually amounts to no more than one or two hundred dollars, which may later be needed should the season on one of the crops end early.

Therefore, when families are required to pay for closing costs of \$250 to \$350 (sometimes more), this puts a strain on their budgets. This amount does not include insurance which costs \$75-\$100. If the families do not have their down payment, they must borrow the money. Some applicants have borrowed from four different lenders, including high interest finance companies. The problems the poor encounter in trying to borrow money are not necessary, as FmHA has full authority to loan the full amount of the cost of the house, including the closing costs. Under pressure from local agencies FmHA has recently lowered down payment requirements.

In Fort Myers, the County Supervisor makes 100% loans as permitted by FmHA instructions. AFSC advised the State FmHA office that FmHA was forcing Palm Beach area poor to the doors of loan companies. The State FmHA Real Estate Chief agreed that this is not national policy and that 100% loans, including the insurance etc. were permissible. As of this date, we are not aware of any 100% loans made in Palm Beach by the FmHA. This inconsistency between the FmHA offices on the East and West coasts of Florida is a result of unchecked county power without state supervision.

#### *Family Discouraged by High Interest Rates*

Two South Bay families aptly illustrate this point. The E.'s are Black; the S.'s Mexican-American. But, they share at least two things in common; they are both low-income families and they were both told that their loan repayment would be at the maximum interest rate—1 1/4%. (Telling families the maximum interest rate when they are qualified for an interest credit is against Farmers Home regulations).

The S. family became discouraged and disgruntled, and simply did not wish to continue with their application. The E. family, on the other hand, was not discouraged. On April 12, 1971, approximately one week before their closing, the E.'s were told that they would have to pay \$115 per month—one last attempt to discourage them. However, at the time of their closing, the E.'s monthly payment was adjusted to the correct figure of \$74 per month.

FmHA staff know how far they can go with applicant intimidation before they are forced to put something in writing that can be audited.

#### *All-White FmHA Staff Violates Their Own Instructions:*

June 8, 1970: The AFSC explained the Farmers Home Loan program to J.G. We found him to be a hard-working farm laborer. He was very anxious to move his family of ten from the two-bedroom wooden shack he rents for \$75 per month. The family income was estimated at \$5,800 per year.

June 9, 1970: AFSC staff wrote and mailed employment verification and credit letters to twelve firms. We discussed locating suitable site with G. He clearly needs assistance because of his inability to communicate in English.

June 14, 1970: We have located a one quarter acre lot in Biltmore Terrace. The lot is approved for septic tank construction by the Health Department because the subdivision was platted prior to 1967. The lot meets FmHA rural guidelines but the owner is reluctant to extend a no-cost option to J.G.

June 15, 1970: First letters returned from employment verification and they read: "Good, reliable man—very satisfactory." We began assembling the loan package but the application cannot be submitted until we obtain the land option.

June 16, 1970: J.G. was referred to a local builder and he selected a four bedroom, two bath model. Price to include house, well, septic tank, landscaping and survey.

June 17, 1970: After several telephone calls, the property owner has agreed to sign the option form.

June 18, 1970: Property owner signed the option form.

June 22, 1970: Plans and specifications are revised and resubmitted by the builder. Application may be submitted upon receipt of additional credit reference letters.

June 29, 1970: We learned that the state office of the Farmers Home Administration will no longer permit us to build on a quarter acre lot, even though the Palm Beach County Health Department approved the site. FmHA now requires one acre of land. The J.G. file was placed on the inactive list by the County Supervisor. We began a search for an acre site to help meet the Health Department and Farmers Home criteria, yet not increase the mortgage to an amount that would disqualify the J.G. family at 1%.

September 3, 1970: A one and one quarter acre of land has been located on Clock Road, west of Lantana, for \$3,000 and the owners have agreed to extend an option to J.G. A letter is written to the County Supervisor, requesting that the J.G. case be reopened.

October 14, 1970: The J.G. family has been interviewed and approved for their loan by the Farmers Home Administration. We were advised (by telephone) by the County Supervisor that he had located another builder willing to build the house cheaper and that J.G. had agreed to the new builder.

November 10, 1970: Farmers Home advises that they are unable to close the loan because the title insurance company requires a survey before issuing insurance. We are advised by telephone that the land survey was not included in the costs of the second builder. The only alternative under these conditions is for J.G. to pay for the survey, although this normally is a cost of construction absorbed by the builder. We also learned that the builder does not furnish a well in his price, and that, supposedly, J.G. has agreed to pay for a well. Apparently the builder prefers not to include wells in his contract because they vary in cost. We questioned whether J.G. is saving any money with the second builder due to the fact that the first builder has included the well and survey in his package price. Why should FmHA be so concerned about the builder? But Farmers Home insists that J.G. agreed to this arrangement. They also implied that this is a necessary condition for making a loan since their most important criteria for making a loan is the safety of the investment and not the suitability of the client. We point out that under the interest credit program, J.G.'s monthly payments would not differ in any significant manner, if the total loan included sodded lawn, well and survey. We were subjected to a long lecture concerning the County Supervisor's belief that "those people" do not pay their bills, although he never revealed any facts concerning J.G.'s delinquency rate.

December 7, 1970: Loan closing is scheduled for J.G. He is forced to borrow money from four different sources in order to pay his down payment and survey costs.

December 8, 1970: J.G.'s loan is closed and the builder begins construction. February 23, 1971: J.G.'s house is basically finished and he begins to move in but J.G. reports that the well is not working properly. We discover that the builder has connected the plumbing system to an old, abandoned well that was on the property prior to construction. Sandy and murky water is flowing from the well. We discussed the need for a new well with J.G. and discover that he either did not understand the English conversation at the time of the alleged agreement with the County Supervisor concerning his paying for the well, or that he never agreed to such an arrangement. Because of the freezing weather, J.G.

and many other farm workers are without employment; he is unable to pay for the "down payment" and purchase a well. We report the situation to the assistant County Supervisor, and he advises that Farmers Home would not be able to extend the loan.

*March 29, 1971:* The J.G.'s have been living in their house for almost a month without water. J.G. hauls water in barrels after spending the day working in picked-over fields. J.G. is unable to borrow any additional money or pay for the installation of a new well.

Farmers Home Administration instruction 444.1, and other related instructions, provide the houses constructed in his program should be of adequate size and design to meet the needs of each low-income family, and "provide the necessary, adequate and safe water supply for the applicant and his family" (FHA Instruction 444.1 VI-A-6).

Misbanding of the J.G. case by local staff placed an unnecessary financial burden on the family and violated Farmers Home loan instructions in the name of making a safe loan. *Part of the blame for this experience has to be because of the fact that in all of South Florida, the Farmers Home Administration has no Spanish-speaking staff who are in a position to communicate and understand the needs of the poor.* Under pressure, the first local Black staff member was hired by FmHA last month. None of the 26 County Supervisors in Florida are Black.

There are 25 agencies in the Department of Agriculture, a department which has a poor record of minority employment.

Within the department FmHA ranks below 21 other agencies in per cent of Black employment. Blacks still represent less than 5% of FmHA employment including low level jobs.

#### *FmHA and migrant housing*

As of March 31, 1970, FmHA made farm labor housing loans and grants totaling \$14,439,970 in the State of Florida. This was about fifty per cent (50%) of all farm labor rental loans and grants made in the nation. In terms of the Florida seasonal farm worker population, the dollars loaned and granted from inception to March 31, 1971 was \$85.35 per migrant seasonal farm worker. Florida led the other states even with this small expenditure.

In South Florida some of the most impressive farm labor housing programs were made possible by FmHA grants and loans. Examples are the housing authorities of Belle Glade, Holywood and Pompano Beach. But successful low-income housing needs more than new buildings. Good management and tenant involvement in policy making are essential.

From 1965 to 1971 farm labor housing grants and loans could legally be made to public organizations (housing authorities) or broadly based nonprofit organizations, but beginning in 1969 FmHA by administrative fiat excluded private, nonprofit organizations from receiving grants. Loans could be made to farmers and organizations of farmers. Government subsidies included in the program were not sufficient to allow for successful management.

Most FmHA loans to housing authorities have been repaid on schedule. This has not been the case with many of the farm organizations which have received labor housing loans in South Florida.

The new 1970 Housing Act permits nonprofit farm workers organizations to obtain farm labor housing rental loans and grants for the first time. When FmHA issued instructions for these loans in July 1971 (6 months after passage of the law), AFSC contacted the local County Supervisor to inquire about the possibility of the United Farm Workers (a local farm workers organization) applying for a loan under this program. The County Supervisor conceded that the law provided for farm worker organizations but said he planned to give priority to other kinds of organizations. Despite this discouragement, UFW plans to apply for a loan.

FmHA has recently proposed to lend the local Palm Beach County Housing Authority over one million dollars to buy two migrant camps (both camps are of the two-story concrete pill-box design and one is a defuncted Farm Labor Housing loan to an organization of growers) and renovate them into family housing under the farm labor housing loan and grant program. The AFSC has questioned the project because the proposal did not include sufficient maintenance in the budget, because the Authority planned to syphon funds from this project to support other expenses, and because even expensive renovation

may not make the high density buildings suitable for rural farm workers families.

As part of our investigation to determine why the proposed housing authority project would not serve the poorest rural farm worker families, the local County Supervisor told the Palm Beach County Housing Authority and the AFSC that the full 90% grant would never be used in Florida. This does not conform with FmHA instructions, and again undermines Congressional intent.

#### *Site problems*

Most visitors to rural Florida look at the vast farms and ranches and conclude that homesteads can be easily acquired by farm workers seeking FmHA loans. In fact, site development is the most difficult of housing problems.

FmHA is restricted by law to rural areas but the FmHA State office has created site restrictions that call for facilities not found in rural areas (i.e. public water, public sewer, paved roads). Few acceptable sites can be found; therefore, few loans are made. In Florida, FmHA standards exceed Federal Housing Administration's site standards for urban areas!

After being denied housing for generations, some rural poor are asked to lead the battle against pollution by delaying construction of their new housing. *In order to obtain a FmHA loan, the rural poor family must meet pollution specifications which exceed the local health department requirements.* The non-poor construct homes, with private financing, on sites which have been found by the state office of Farmers Home Administration to be unacceptable. The rural poor must remain, therefore, in their substandard housing and watch luxury housing being constructed around them. But local health departments are not entirely blameless: In Martin County, AFSC has worked with families living in shanties with outdoor latrines, who have been denied septic tank permits and new homes on the grounds that the use of septic tanks would be a pollution hazard. These families are still living in their wooden shanties. AFSC staff have never been able to adequately explain the logic of these requirements to them.

Under these conditions, development of planned subdivisions with packaged sewer treatment and water plants would appear to be the logical solution to the site development problem. It should be noted that private financing is sponsoring the development of large luxury housing projects in some rural areas of South Florida. These projects have a high "prekvean" point and local engineers report that projects projecting less than 100 units may not be economically feasible because of the large initial outlay for the water and sewer plants.

At the same time, the Farmers Home Administration is reluctant to approve, or commit themselves to, large projects. The AFSC has talked to some local developers about constructing small subdivisions west of the Lake Worth area to be used as sites for 502 loans. Any developer, requiring a minimum of 100 units on one location, is quickly discouraged because the County Supervisor talks of making a maximum of thirty or forty loans per year in the five county area he serves.

Three years ago FmHA was authorized to make site development loans, but as of this date, no site development loans have been made in Florida. One restrictive aspect of the site development loan program is the loan limitation of one hundred thousand dollars. This restriction is not in the law. It is imposed arbitrarily by the Secretary of Agriculture. This limitation may be reasonable in other rural areas, where the cost of land and land development is less expensive. The AFSC has organized the Migrant Housing Development Corporation, a non-profit organization, which has applied to Farmers Home Administration for a \$137,000 loan to develop sites on property which is adjacent to water and sewer lines near Indiantown, Florida. Most rural communities do not have the advantage of these public facilities and a larger loan would be required.

Site acquisition for poor farm workers is difficult because of local opposition. In Biltmore Terrace, west of Lake Worth, residents of this subdivision protested that we were proposing to build a migrant labor camp that would turn into an immediate slum. Hate mail was received by some of the applicants. In a nearby area, residents attempted to block our program by contacting the County Zoning Commission, but found that we were not in violation of zoning regulations. In Indiantown, threats of violence were voiced when some Black farm workers purchased FHA-repossessed units in the white area. AFSC and HUD held a community meeting to discuss the housing provisions of the Civil Rights Act. In Booker Park, a Black area in Indiantown, the Martin County Commissioners

suspended an existing street paving program when AFSCC proposed a low-income project. In the town of South Bay, AFSCC helped a number of Black farm workers to apply for Farmers Home Administration loans for the purpose of constructing new housing in a previously all-white area. The Council had attempted to impose a moratorium on building permits until the Black community marched on City Hall and demanded that the discrimination cease. It has been difficult to determine exactly how the lending policies of the local Farmers Home Administration office are influenced by residential integration or local politics. We did note, however, that the first thirty-five applications submitted by AFSCC to the Farmers Home Administration in all-Black area, resulted in only one rejection: but when a group of Black farm workers applied for loans in a white area in South Bay, they were rejected and/or discouraged at a 50% rate.

Complicating the local opposition to low-income site development is the policy of using new regulations to delay site acquisition. In the summer of 1970, the state office of Farmers Home issued a regulation that subdivisions of more than 10 units must have paved streets. The local County Supervisor did not tell the applicants or AFSCC of this regulation until one year after we had, with his knowledge, obtained options on unpaved lots. AFSCC is in favor of the paving if Farmers Home will allow funds in the mortgage to cover the cost of the paving. However, we are opposed to the arbitrary manner in which this has been used to delay residential integration in South Bay.

In Indiantown, the County Supervisor attended meetings called by the Migrant Housing Development Corporation (MHDC) for the purpose of discussing specifications for a proposed site loan application. He told MHDC that the lot size should be 60' x 100'. It was not until we had spent considerable time and money in preparing a proposed subdivision drawing, based on the FmHA 60' lot requirement, and submitted this to the state and national FmHA offices, that we were advised by the County Supervisor, that prior to our submission of these documents, the state office had changed the regulations to 75' and our application was no longer valid. We understand that the County Supervisor was advised of this change in application prior to our submission of the proposal.

On the first anniversary of our attempts to assist Black farm workers to obtain FmHA loans in South Bay, AFSCC arranged a meeting on August 19, 1971 with the property owner, the applications, the County Supervisor suggested to the property owner that she could sell her lots for \$800 more (\$8,000) if she would wait another year.

#### *Local FmHA Staff Opposed to Self-Help Housing*

In the early 1960's, Congress authorized the FmHA to begin a self-help housing program. FmHA loans for land, materials and subcontracting would be combined with the "sweat equity" of low-income rural residents to provide homeownership opportunities for the very poor. (The interest subsidy contractor-built 1% mortgage can exclude families earning less than \$5,000 annually, because of rising construction costs.)

Self-help housing is a national program with over 2,500 units completed, or under construction, as of January, 1971. Outside of public housing, it is the only alternative for low-income families. Since no public housing units have been constructed by the Palm Beach County Housing Authority, and Martin County does not have a Local Housing Authority, only self-help housing serves the very low-income rural family. In Collier, Lee and Hendry Counties, covered by Southwest Florida Self-Help Housing, Inc., more than 250 self-help units have been constructed since 1967. Many of these units have been built by migrant or seasonal farm workers. FmHA Instruction 444.1, Exhibit A, states that the County Supervisor cannot refuse to allow a group to utilize the self-help method if they so choose. When the Palm Beach County Supervisory discourages self-help housing, he is simply refusing to abide by the internal regulations of FmHA as he has done in other cases. In addition, the County Supervisor has refused to carry out the mandate of Congress as outlined in Section 523 of the 1949 Housing Act and he is, thereby, denying low-income persons their right to decent housing.

Since the inception of the self-help housing program, no self-help housing loans have been made by the FmHA district office serving the Southeast Florida area. When the AFSCC first discussed self-help housing with the County Supervisor in 1969, he advised us that he was opposed to self-help housing because the contractor-built, interest subsidized program would offer approximately the same monthly payment schedule as homes built under the self-help program. (This could, theoretically, be correct for moderate income families.)

When we suggested to the County Supervisor that we proposed reaching families earning less than \$5,000 by combining the lower cost of self-help with interest credit, he first indicated that interest credit could not be combined with self-help. He later conceded that interest credit could be combined with self-help after we pointed to the FmHA regulations governing self-help programs.

We believe that the local Farmers Home staff have failed to initiate self-help housing programs because of two reasons:

- (1) There is a reluctance to deal with the very poor because the local staff don't relate to the problems of the poor.
- (2) Self-help housing requires more staff attention per loan than contractor-built housing.

#### *No cooperative housing loans made*

Under Section 515 in the 1949 Housing Act, Farmers Home Administration is authorized to make cooperative housing loans to groups of rural residents who wish to utilize the cooperative technique to lower the unit cost of housing, obtain better financing, and avoid wasteful land use requirement. Groups of rural residents can obtain cooperative loans from the Farmers Home Administration for up to fifty years for rates as low as 1%. The longer term on the loan and the savings available through cooperative purchase of building materials and the cooperative approach to maintenance and repairs enables the program to meet the needs of lower-income families who might not be able to qualify for the regular 502 individual loan programs. *As of July 31, 1971, no Section 515 cooperative housing loans has been made in the State of Florida.*

The AFSCC applied to the local County Supervisor and the State Director of Farmers Home Administration for permission to organize a cooperative under Section 515 for the purpose of purchasing a standard apartment complex in the Glades area. For months, the State Director of Farmers Home insisted that "no permissible state statutes exist in the state of Florida that would permit FmHA to make loans under Section 515." We pointed out to the FmHA State Director that Florida is cited in real estate journals as being very active in cooperative housing. In addition, we noted that the Federal Housing Administration had made loans for cooperative housing in the State of Florida, and we asked why the Federal Housing Administration could not make cooperative loans. The same the Farmers Home Administration could not make cooperative loans. The same state laws would apply. In addition, we reported that our attorneys could find no law which would prohibit Farmers Home from making these loans in the State of Florida. After the Farmers Home Administration state office contacted the regional attorney of Farmers Home in Atlanta, he again reported that no state statutes exist that would enable FmHA to organize cooperatives in Florida. We then began the long process of communication with the Farmers Home state office and the regional attorney of Farmers Home in Atlanta. It finally resulted in a verbal agreement by the regional attorney's office that cooperatives could be organized. However, the regional attorney asked the state office of Farmers Home to provide certain documents from the state attorney's office which would substantiate his opinion. More time passed, and, while we were waiting for the state office of Farmers Home to act on this matter, the national office of Farmers Home Administration ruled that Farmers Home funds could no longer be used to purchase existing properties and we were unable to complete the project.

We indicated to the state office of Farmers Home that in order to serve low-income families, we would like to use the cooperative financing technique in the future for new construction in Florida if they are able to resolve their bureaucratic hangups over the "legal problems". As of publication of this report, the state office has not yet resolved these problems and Section 515 co-op loans are not available to rural Florida residents.

#### CONCLUSION

The foregoing report has shown how the capriciousness of a local administrator has served to deny the benefits of a federal program to those who are entitled to his services. Builders were served to the detriment of clients. Attempts were made to discourage clients by quoting high interest rates and high down payments. Moral judgments on the life style of applicants were made to deny access to the program. Maximum interest rates and highest possible down payments were extracted from the clients rather than attempting to get the poor clients the best possible deal under the regulations. Lack of sympathy with the poor and racial bias was a general pattern in dealing with the client population.



A unique feature of the Farmers Home Administration loan program is the discretionary power of the County Supervisor at the local level. The County Supervisor can bend and manipulate regulations to make a client eligible or ineligible as he sees fit. He can ignore "the book" or follow it to the letter, as he chooses at the particular moment. He apparently makes his own rules on the spot if he so chooses, based on his "experience". At least, this is what we have been told by a County Supervisor. We have seen examples of this discretionary power when our first group of clients were building in a "racially safe" community. Only one out of the first thirty was rejected. In a subsequent project, in a community where the County Supervisor was more personally associated, and where the only lots available were moving Black families into borderline white communities, only one out of three applications was approved, though the income and credit records of the applicants were on a par with those in the first group.

Discretionary power at the disposal of the County Supervisor can be a real asset if the supervisor is motivated to use the regulations to make the maximum use of available funds to serve the poor. One would hesitate to urge strict regulations and procedures where no step can be taken without checking the regulations or where every deviation from the norm had to be referred to a higher bureaucratic level. The great advantage of the FHA housing loan program is the *potential* for humane consideration of each individual client, as opposed to the bureaucratic procedures of the Federal Housing Administration, where the client never sees or deals with the bureaucrat who turns him down. However, this same discretionary power can totally undermine the purpose of the program when it is in the hands of one not sympathetic to the poor, the Black, or those needing special consideration.

The only way to solve the problem of proper administration, if the advantages of local discretion are to be preserved, is with sympathetic staff dedicated to making the program serve the needs of people. If staff show themselves, by example, to be unwilling to administer a program in this manner, they should be removed. Otherwise, the program itself becomes useless and may as well be abandoned.

In Palm Beach County, and surrounding areas, the building industry continues to build luxury condominiums and expensive subdivisions for people moving in from other states while the local poor and Black, the labor force on whom the agricultural and urban communities depend, continue to be shunted aside and denied decent housing. Two-thirds of the nation's bad housing is in rural areas. The national pattern is apparent in South Florida. The Farmers Home Administration can, and should, operate a vigorous program to meet these housing needs and help eliminate the deplorable, rural housing in the area. Instead, the agency is setting up a series of rules and regulations which is making it impossible to make housing loans in South Florida. The local County Supervisors, secure in their fiefdoms, flouting or delaying national and state directives, have the power to further subvert service to the poor.

The need is there. The agency with the program potential is there. If the agency will not meet the need, it should be eliminated and replaced with one that will.

Mr. UPROUSCH. In 1971 we began preparing the first of a series of section 514-516 farm service housing applications for United Farm Workers in Palm Beach County. The United Farm Workers project was delayed when the local government refused to connect the utilities. Before we could do anything in Federal court, the President first imposed and finally placed a moratorium on migrant housing loans and grants, and killed our 2-year effort.

The truth is that the Congress has never enacted a respectable farm labor housing program. And, the pitiful little thing that the President just killed provided only \$9.2 million for migrant housing in the whole Nation last year, while Florida received an amount which is about equal to the recent typhoid medical bill.

The Rural Housing Alliance, a respected nonprofit organization in Washington, that's based in Washington, has estimated that we need \$200 million for farm labor housing this year. We estimate that Florida needs \$84 million in brick and mortar money over the next 3 years

and \$12 million to deal with the human element in housing over the next 10 years.

And, equally important is the need for administrative changes. We don't need abolishment or long moratoriums to determine what needs to be changed. All the migrant representatives have known about these problems for a long time. Some of the flaws are quite obvious. Like, if you're trying to free the farmworker from the stranglehold that labor contractors or growers have on him when his company town housing is controlled by his employer, the first thing you don't do, you don't loan the labor contractor Federal funds, more money, to build more company townhousing. And the Farmers Home Administration has used farm labor housing funds in this manner.

Mr. Chairman, the proposed budget for the United Farm Workers Farm Labor Housing project that I have just referred to is evidence that this program cannot serve migrant workers unless some kind of rent supplement is available to supplement the 90-percent grant and 1-percent loans. That is a 1 percent direct loan. And, I asked you to help us to write or rewrite this program.

And, I'd like to submit this photograph of raw human sewage that is floating in front of the entrance to a Farmers Home-financed farm labor camp in Palm Beach County.

I took this photograph on Tuesday of this week near the mine-spected well that serves as a water supply for this 100-unit farm-workers housing project. This is in Palm Beach County. And, obviously as you can see there, perfect conditions exist for typhoid in this camp, which is funded and overseen by the Federal Government.

And, I urge you to investigate the responsibility that the Farmers Home Administration has for proper management after making farm home loans and grants.

Other Federal housing programs have limited usefulness to migrants. For example:

The HUD programs are virtually worthless for migrants; A Farmers Home 502 contractor loan can serve some farmworkers, but not migrants;

The Farmers Home self-help housing program can help, but the President plans to eliminate this self-reliance program;

The Farmers Home cooperative housing program might help, but the Farmers Home doesn't like it, and they've never made the first loan in Florida since Congress enacted this law in 1965.

I think if you make an in-depth investigation of migrant housing in Florida, you'll find that the Farmers Home Administration is neither designed nor motivated to help those farmworker families with the greatest need first. Rather, they respond to applications from builders or organizations.

Among organizations, Farmers Home prefers to work with their local housing authorities, but only 13 of the 67 counties in Florida have active housing authorities. The result is very little correlation between emergency needs and the Federal response.

There are a few other things that I might like to mention in addition to this other statement.

We have had mention in these hearings today, and I read it in today's Palm Beach Post, that Labor Secretary Brenner has closed down some of these notoriously bad labor camps in Palm Beach

County. And, I thought, how ironic it is for these workers, who are Jamaicans, and don't have the full standards for citizenship like migrant workers, and yet they're closing those camps down instead of these camps. Also, a question of block leasing has come up several times today. Block leasing is where the Farmers Home Administration camps are leased in large blocks to crew leaders or to other farmers. And, I'm going to remind you gentlemen, if you read the Farmers Home Instructions, in section 514, it is illegal. And, this is being done. And you have only to go to any county supervisor, like the county supervisor for Lake Worth, Fla., and ask him if it is done down there. And, he'll tell you it has. And, the Federal Government is part of this problem.

Now, the question of revenue sharing has come up. And, by the time it is spread over all the counties, a little more than \$2 million in revenue-sharing money is available, and yet we lose more money than that in one project for migrant workers alone in Palm Beach County, because that's the amount of money in social programs for these people, namely, zero.

Mr. Ford. Where did you get your idea or your figures of \$84 million required for migrant housing in Florida?

Mr. TRENCH. Basically it is this way. There are, according to the Agriculture Department, 168,000 seasonal farmworkers in Florida at the peak of the season, approximately one-third migrants, and two-thirds seasonal. And, assuming that represents about one-half of that number in households, that represents 84,000 households. And assuming 10 percent of those are ill-housed, and I am being very conservative, so we have 84,000 houses. So this brings you to a total of \$84 million needed in Florida alone. Clearly, it is going to take some money. And, if we're going to solve the problems of migrant farmworkers and seasonal farmworkers, it's going to take a lot of money. And, even these problems are different between seasonal and migrant farmworkers, but it is going to take some money.

Mr. Ford. Do you know what the dollar amount of the housing loans now pending is for Florida?

Mr. TRENCH. For Florida I think the amount the State office has told me they had applications for approximately 16 million. Prior to their cutting off of taking applications, about 16 to 20 months ago, at that time the national office had about 30 to 35 million, I understand, and would not take additional applications. Therefore, we are unable to get a clear picture there. But, the administrative response through the Farmers Home Administration was around \$3.2 million for the entire State last year, and Congress increased that from \$30 million to a little more, around \$7.75, and most of that is impounded now. So, that is the Federal response to the migrant housing.

Mr. Ford. You suggest in your statement that Florida needs about \$12 million over the next 10 years to deal with the human element in migrant housing. I noticed in that budget you gave us for the housing project here, that you made a note at the end that "This management budget does little more than collect rents—no funds are available to deal with the human problems that must be met." What are you talking about with the \$12 million?

Mr. TRENCH. I think most of them involved in the problem of migrant housing understand clearly that you cannot think in terms of

the old brick-and-mortar kind of approach to housing people, that it's got to be something more than that. You have to deal with the human problem there, and you've got to help people take care of the property. You've got to deal with the social problems because it's all part of the housing scene. The mentality we've had in the past with regard to this has been that we are simply doing no more than providing human barns.

I think one project in Palm Beach County similar to the one I have pictures of here, is nothing more than a concrete pillbox, because the farmers and the Farmers Home Administration got together and decided they wanted houses that were built that were a little more than a human barn. They have no relationship to the needs of families to play and the needs of a family's facilities, with no thought given at all in terms of what would be something that people could grow into and help people solve some of their other social problems that they have. And, to continue with that kind of policy is to continue to have problems.

I think it is not just a question of collecting rents. We should have built into this social programs and deal with families and have things and conditions there that causes screens and windows to be kicked out and so forth. On the self-help programs aspect of it, this involves a considerable amount of training when a person works hard to provide sweat equity to help build his own house over a period of 6 months or so, and he is not going to let the kids kick out the screens, because he has a lot of himself invested in it. So, I cannot understand why the administration wants to dismantle this program as they plan to do on June 30, because this program is heavily reliant on this whole principle of the person helping himself.

Mr. Ford. Why do you say you need a rent supplement in addition to loans and grants for this?

Mr. TRENCH. Well, the 514-516 program is designed around receiving a grant that can be up to 90 percent, and a loan on the balance can be as low as 1 percent interest for the remaining 10 percent. The problem you have is that the income level of the farmworker here is low, and the fact that you're really going to serve the migrants, so you're going to have a vacancy level, that is going to be in the level of 80 percent. And, the problem is, if you put these figures together in a budget, they simply do not work, and you cannot charge rents that are in proportion to occupancy. It just won't work. If you manage it properly, and if you maintain it properly, it won't work. So you've got to have a subsidy of some kind.

With high property taxes in Florida and with proper managing, if you do a good job of managing, it costs more than you get. So it is encouraging to step down on your budget to a minimal management, and some of your projects are a little more than you would consider a barn. Some people are afraid to go into them because they are not managed. And, we have to recognize this and provide a rent supplement in addition to what is in the law there.

Mr. LAMONTE. These people obviously live in three or four or five different locations during a cycle. That is, the real migrants. Do you anticipate at some point when this Government gets human enough that we'll have rather high-quality housing for them as they move to each location? But how will this housing be used those many months

of the year when they are not there, and can we afford it? And, even though it would be desirable, it seems to me the migrant workers' pattern does sort of defy solution. So, how do they go about a solution to this, particularly in light of the fact that there are people who won't maintain property and who won't even go out in the fields for a 5- or 6-hour day when they do have an opportunity to work? How do we put this whole thing into a workable situation?

So, tell me as briefly as you can, what is your goal, and how do we reach it? Who pays for it?

Mr. FENTRECH. Well, you've hit upon a key question and a key problem with regard to migrant housing. And, I think it explains a lot why it is different from other kinds of housing programs and must be treated as such.

If we really want to do the job, we have to approach it on two levels.

The first problem is the level of the true transient migrant, and the difficulty with his kind of house, and at the same time we want to deal with the level of the permanent farm worker and the migrant attempting to shift. It takes in terms of housing, a different approach for each of them.

And, the problem to get into is we run into generalizations that we feel will work for both. And, that is not necessarily true. We should offer first for those who would like to get out of the stream to reinforce their efforts to stay out of the stream, because this is how you will deal with other problems they may have. And, any housing should not be designed to keep the migrant who is staying in the stream, because you may be doing a disservice for him. He should have incentive to become part of the community like everybody else is. That is, like the self-help housing program and Farmers Home programs—these programs recently abandoned should be available. And, we should say to the Farmers Home Administration, start from the bottom up as we do very simply with private enterprise. And, there is no correlation between the real needs, and the people with the greatest need that we can observe. For example in the 502 program last year, the Farmers Home program made 10 loans in Dade County, and in the River County with all the migrants there, they made one loan. So, there is no relationship to need.

And, in the town of Jupiter with few farmworkers, and by a quirk it just happens to be a little bit rural, they are doing a booming business and handled 60 or 70 cases last year to nonfarm workers. And, that is one side that I have mentioned. And, the other side is the migrant here where we have to declare an emergency and have to appropriate \$3, or \$4 million for a typhoid epidemic rather than give us a couple of million dollars worth of housing that will not stand the usual economic tests, because the usual tests are designed for a 90 percent rate of occupancy. This is all out. We have to say, don't start using these tests. Get these people off the river banks. We have an emergency and, let's move on it. Design the housing properly.

And, I don't know how you're going to do this. It may be you have to set up a new agency to do it, because it may take these other people 15 years to come up with instructions, but you have to have housing that can be converted into something else at a later time as people move into their own houses, and as the number of migrant farmworkers decrease or whatever.

But, there is no way to do it without money. And, the State government doesn't have the money, and the locals won't do it, and Federal money is necessary, or those people are going to end up on the river banks. We could go into considerable detail how this is possible to do. There is no other way but the money route.

Mr. LANDGREBE. The migrant pattern is a very vital economic link in our scheme of things, though. There are cherries, for instance, that must be picked in a 2-week period or they'll spoil, and tomatoes within a couple of weeks. There are different crops like that. Now, are we going to have enough people in Michigan in permanent housing so that they can pick the cherries when they are ripe?

I have gotten some understanding of the cycle, and there is a great deal to be said about housing, housing that you can live in and that you own. But, on the other hand, I assume you are a deeply religious man, and as I understand it, these people are moving with the seasons in America, and they are making it possible for us to eat lettuce in Washington, D.C.——

Mr. FORD. I am intimidated now.

Mr. LANDGREBE. You are fighting an economic necessity.

Mr. FENTRECH. There may be some States where you only have migrant workers there for 30 days, and obviously you have a serious problem in terms of making that work.

But, in Florida, since more and more farm workers are considering this as a home base State, in that case it is possible to do it, and I am not convinced that it is good to the farm worker to have him remain in the migrant stream. It may be good for the price of cherries, but it's no good for the social problems of the farm worker.

We have tried in our program over many years that we have been working in this to do anything we could to get at the secret of how you deal with the migrant problem. And at one stage we decided to try to develop what we call cooperative crews. And, if the crew leader is part of this whole exploiting scene here as is known for many years, then what do we do about this? Can we form cooperative crews among the people themselves and let them deal as a crew and move from year to year dealing directly and negotiating directly with the farmer?

We tried that, and it failed, because it is extremely difficult. The role the crew leader plays is so complex, we don't see any way of getting around it there.

So, we decided that a solution in the long run is to get people out of the migrant stream. That means you may have to pay students more than you're paying farm workers to pick those cherries, where the farm work is only there for a few months out of the year.

So, let's put money in the housing here for these farm workers to settle them down here by stages and get out of the stream altogether.

Mr. MITCHELL. I've just returned from a U.S. Agricultural Department technical mission to Jordan to advise the Jordanian Government and the American Government on the plans for the Jordan Valley. And, many of the problems that we have in the Jordan Valley are very similar to those here in Florida, especially where we have a commercial agricultural system and market, and seasonal labor, and so forth.

But, one thing that is frequently emphasized overseas by American experts that is not usually emphasized here, is land reform. And, I

don't think anyone has mentioned anything about it here, because you still need seasonal labor, whether it is a 40,000- or a 4,000-acre farm.

But, we found we had to have a scheme about how to cut down travel time and resources and the like. And I would like to, however, limit my remarks specifically to the recommendations and the issues that were discussed in Florida by the Governors Task Force on Housing and Community Development with regard to what kind of strategies and changes in the Federal programs would be required if we are to adequately meet the housing needs of all our people in the State of Florida.

To complement and supplement the materials that I have in my oral remarks, I have provided the staff with the annual housing report of the Governor, the first annual report on State housing goals, as well as the studies that back these up. So, there are other materials in there as well. But, one of the problems that we are faced with is the problem of inadequately funded programs at the Federal level. The State of Florida feels we do not have the tax resources to be able to handle that heavy capital investment to build housing; we just don't have the resources and have to depend on the Federal Government. And, we'll have to arrange our delivery systems and coordinate the various programs in the State to make that housing better and take a more comprehensive approach into this. As we understand it, last year, subsidy money was not spent in the State and the Farmers Home Administration couldn't spend all of its money and had to put its money back, which suggests to us that the so-called delivery system that the Farmers Home Administration has must be changed before it is able to handle this situation.

Also on the basis of some of the remarks here today, I would add that housing is a legitimate cost of production, not necessarily for an individual farmer who leases, because many of these large farmers don't own the land, but lease the land, especially in citrus in this State, that farm housing is a legitimate cost of production. And, it might be appropriate to consider the possibility of putting a surcharge, a ten cent surcharge on every box or peck or bushel or whatever of some of these products to build up a housing fund for the migrant laborers in Florida itself.

For this group of people that are the true migrants rather than the rural poor in our State, there is a shortage of money, but some of the money should be provided by the farmers themselves as a legitimate cost of production.

And, second, in order for us to make full use of the money, there has to be some radical change in the delivery system. Further, we find that Farmers Home and HUD/FHA are not adequate coordinated in the programs they have. Farmers Home can make loans in communities up to 10,000, and HUD in populations over ten thousand, and our investigations indicate there are large numbers of communities with less than 10,000 of population where Farmers Home has never made a loan and never considered it as their service area.

So, this is a problem of coordination, because we have two housing agencies taking two separate attacks to the housing problems of our State. And, this lack of coordination means that large areas of our state are not served by either group.

And, Farmers Home and HUD have a number of parallel programs. HUD is an agency that handles public housing, while the nearest Farmers Home equivalent to this is the farm labor housing program. But, that program can be sponsored by local housing authorities. We can raise questions whether there should be a separate program, if in fact we find many of this farm labor housing is occupied throughout the year by 75 percent of the tenants, because these are permanent tenants, so we would perhaps like to look at not only sorting out this gap between HUD and Farmers Home with regard to over-all agencies, but to look at their programs and see whether they might be better combined as one program.

A fourth issue is that we find just as HUD, which has over 80 programs at last count, is a very diversified organization, while Farmers Home is a similarly complex organization, but the county supervisors seem to be primarily oriented as an organization to production and marketing programs and not housing. Housing is operated out of their back pockets. And, as much as people have complained about FHA, they have built up a competent group of administrators whose full-time concern is with housing. And, Farmers Home doesn't have this. It is a poor stepchild. And, if they are unable to build up their ability to handle this, perhaps again it should be transferred over to someone that has this as their primary mission, because it is not a primary mission among Farmers Home.

The Farmers Home State Director had an innovation to push housing with loan targets, and that is a commendable step that he made. He set a target, a lone target for the county supervisors. But, as Jim suggested, these targets are unrelated to the needs of the communities, and were based on the loan level and performance level that was built up on past years.

So, we feel that we need some kind of a housing program that is better capable of giving full attention to housing.

This leads me to a fifth point about housing delivery, which is a misnomer. And it is at the Federal Government either through Farmers Home or through HUD provides the money, and I am speaking primarily of publicly assisted housing either by local housing authorities or by not-for-profit groups—they provide the money at the Federal level—but the initiative must come from the local level.

In this respect we have discovered that 19 counties are without any authority to respond to the substandard housing needs of low- or moderate-income residents; 19 counties have no local housing authority and only operate within the limits of 1 municipality, or within a couple of miles out of the municipality.

What is needed is a reconstruction of local housing authorities. We have a local housing authority in the United States that's built on a 1937 model. That is, we have one program of traditional public housing, and that is still stuck, and we have nothing in the larger communities to provide the housing needs and to assist somebody to get a loan for this purpose. We should provide housing loans to attract migrants who want to get out of the stream to settle in areas where there is adequate schools and facilities and the like. And, we also feel it is important that the State government or State governments themselves expand their capabilities and their leadership in housing programs. This has been a difficult issue to analyze in a small statement. But,

I might mention that Michigan—Michigan does not have a department of urban affairs or community affairs, and their housing affairs are handled by their department of social services. I believe that is where the Michigan Housing Development Corporation is located. And, this was a program started by a Republican Governor and was expanded under a Republican Governor—

Mr. FORD. You don't know who started it, do you?

Mr. MITCHELL. Well, Michigan is a prime example of what a State can do with a public officer responsive to the housing problems.

New York has done the same under a Republican Governor, and Illinois and Massachusetts have also. And, when we tried this in our State, it was shot down as a socialistic system.

Mr. FORD. We put that Michigan Governor into Washington, and put him in HUD. He did something less than a spectacular job.

Mr. MITCHELL. I went overseas to study about these problems, and this has gotten me to thinking like their problem of migratory labor is not unique in this country, and how do they deal with this problem overseas, like in West Germany and Italy and Belgium—this problem is not that different anywhere—so I wondered before I left about what they were doing. It never occurred to me that maybe somebody else had solved this problem already. And, there has been an increased interest on the part of HUD in what we can learn from the Europeans experiencing housing and cooperative housing. And they have so many migratory problems of all sorts of degrees, and they have all sorts of populations. And I don't really know yet how they have handled it elsewhere.

Mr. FORD. You're talking about an entire culture that was migratory for thousands of years with very strong cultural lines.

Mr. MITCHELL. We are talking about Europeans now. But, Jordan is about 6 percent migratory. But, they may be half the army there of that amount. But, we feel if the President and Congress are serious about a new Federal system, we feel it's necessary to have an incentive to get the States to involve themselves in a housing delivery system. If the Congress and so on decides next week to allocate us a hundred million dollars for housing programs in our State, we wouldn't be able to cope with it, and few States would be able to cope with it. There would be some kind of a development program necessary.

On the other hand, what we in fact have in our State are two state-wide housing agencies. And, one is HUD with the area office in Jacksonville, and Farmers Home located in Gainesville. And, the State has no control over any of these. They make decisions on their allocations for housing, and it is not a State decision.

I'd like to mention one last point, and that is that in the development of formulae for allocating housing or other kinds of money for our area or other areas, Florida does deserve special consideration in getting additional moneys for low-income nonurban families. I think what we have to consider is that our population in the State of Florida is growing at a much more rapid rate than the population as a whole, and this rapid rate is based on the past. And, we can get farther and farther behind. So, we do have special housing needs for the migrant laborers, and migrant laborers are coming here annually, more than a hundred thousand of them considering Florida as their home base. So, in the development of formulae it is essential that we be given ade-

quate funding so that we can get not just our fair share, but other funds as well.

Mr. FORD. Because you're here from the Governor's office, I will ask this question of you and Jim. You and your organization have come to the conclusion that the best thing you can do for the migrants is to try to get them out of the stream?

Mr. URENCH. Yes.

Mr. FORD. If the initiative for housing and other programs has to be developed at the State or local level, what could you realistically expect in the way of our local politicians advocating being a depository for these people? What is the incentive for this State to use resources not specifically earmarked on a national program for these people not recognizing that they don't bring in an income and they are going to present new school problems and a lot of other problems?

Mr. URENCH. This is what every city council and local unit has asked many times. And, they further have said, what if we as local government do a good job with the migrant workers here? Wouldn't this attract more of the migrant workers here? And, we don't have the facilities for this.

Part of this is racism and part of this is a realistic assessment of what they can do. So, it is perhaps something that needs a Federal response. And, I am inclined to think, for example, to deal with the migrants, the true migrant problems in Florida, that we should have an immediate program with the Federal Government to build some kind of housing, and preplan it to be phased out at some stage. Maybe we ought to build it by the Sunshine Turnpike and design it creatively so that it can be turned into a Holiday Inn 5 or 10 years from now. Let the Federal Government own it, and let it take the land for it, because any municipality will fight the project if it has anything to do with migrant housing. And, I have before mentioned the city of Delray, when all else failed, they wouldn't connect water and sewer to the project. They didn't want the migrants there. They said, why not take this further west, because they had them right on the fringe of the city. And, we said, look, they want to be part of this community and enjoy the parks and the schools and the shops. And, we've seen what happens by isolating the farmworkers for so long. And, we'll have built this as a failure if we do take them out to the boondocks. But, we couldn't do that.

We've had the city of Lake Worth, Boynton Beach, the city of Boca Raton, Martin County—and just recently poor people have been before those cities, farmworkers and other people requesting they simply enact a housing authority. And, that's within the past year. And, each one of them has refused to enact a housing authority on the grounds they have to get federally financed projects in their counties. And, each one of them has said to go some place else. So, if they take the land and build the projects, it becomes tax exempt from property taxes and thereby forces the local government to participate because of the higher property taxes to make up. And, perhaps you can build a project and turn it back around and lease it to the Farm Workers Organization. That is a possibility. We've supported the Farm Workers Organization for so long. These farmers have used company town housing as a club over the farmworkers' heads. So, why not let the Farm Workers Organization have something to build on, lease it to

them, and see if they can manage it properly and see if it can be done right for a change.

Mr. FORD. Has any money been given to them before?

Mr. MITCHELL. I guess not. No one can do it. The only sources of that kind of money is the Federal Government. They are the only ones that can do it.

I am not especially enamored about Farmers Home or HUD being able to pull off what you are proposing. It is true that some States wouldn't give a damn about this, they'd just as soon not have to build housing or anything that involves the Federal Government, but I think 49 out of the 50 States would respond if they were given general revenue sharing or road funds for this purpose.

Mr. FORD. The problem is somewhat different for Michigan and some of the Northern States. While you here are testifying about the migrant farmworkers and are concerned about them and complaining that you have a larger and growing number of these people, you know what is happening around Lansing and Kalamazoo. A large number of people drop out of the migrant stream. There's always the chance that the factories are going to stop hiring auto workers, and yet the people still drop out because we are at the end of the river. There is no place to go for more work once you hit the Canadian border up there. These people are locating unfortunately in the communities with the least capacity to do any more. They are people without income. Detroit has accumulated a tremendous number of people in a short period of time who have come in from the migrant stream, and decided to stay. They wanted to try this. We aren't able to provide jobs or housing for them. The State would become an attractive place if it did have that housing program. But, I don't see how politically you could sustain a housing program which encouraged people to come in from other places to settle down.

Mr. MITCHELL. I don't think there is a study showing good housing encourages people to come to a city.

Mr. FORD. That may well be true, but that is not the way it would be perceived. I've had very little exposure to this here in Florida, but I recall the bitterness I encountered down here sometime ago, on the Head Start programs over the fact that the target area where people were qualifying were in areas with substantial neighborhood changes taking place. The Cuban population came up and said that only the black population was getting the benefits of the program, and then the blacks came up and said that we are being kept out, too. There is a loss of trust in these woefully inadequate resources that is quite complicated. I just can't imagine how the mayor would survive in Detroit if he supported the migrant housing program.

Mr. MITCHELL. We are not necessarily supporting a migrant program other than the Federal Government including this within a categorical grant.

Mr. FORD. That is the whole point I am trying to raise here. I don't see how it could be done on a local basis.

Mr. MITCHELL. The situation is that the State would have to spend it or they would be punished in other ways.

Mr. LANDGREBE. I have no questions.

Mr. FORD. Thank you very much, gentlemen. I'm sorry to keep you so long. And, give my greetings to the Governor, please.

The hearing is adjourned until 9 o'clock tomorrow morning.

## TYPHOID OUTBREAK IN DADE COUNTY, FLA.

SATURDAY, APRIL 7, 1973

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON AGRICULTURAL LABOR  
OF THE COMMITTEE ON EDUCATION AND LABOR,  
*Miami, Fla.*

The subcommittee met at 9 a.m., pursuant to notice, in the Dade County Commission Auditorium, Miami, Fla., Hon. William D. Ford (chairman of the subcommittee) presiding.

Present: Representatives Ford, Lehman and Landgrebe.

Also present: Thomas R. Jolly, counsel; William H. Cable, legislative assistant; Mrs. Meredith Branson, clerk, and Miss Edith Baum, minority counsel.

Mr. FORD. We'll call the hearing to order.

This is the Subcommittee on Agricultural Labor of the Committee on Education and Labor of the U.S. House of Representatives. We are sitting here now for our second day in Dade County for the purpose of hearing witnesses who can contribute to our study as an oversight committee of the existing Federal statutes relating to agricultural labor and proposed statutes pending before our committee, and to determine the relationship if any between the State and Federal laws that cover the specific problems with regard to agricultural labor that have most recently come to the fore here in Dade County, Fla.

The first witness this morning is Dr. Milton Saslaw, director of the Dade County Department of Public Health.

Without objection, Dr. Saslaw's statement will be entered in full in the Record at this point, and you can explain it and amplify it as you desire, sir.

[The information referred to follows:]

STATEMENT OF DR. MILTON SASLAW, DIRECTOR, DADE COUNTY DEPARTMENT OF PUBLIC HEALTH

In regard to the typhoid fever outbreak at the South Dade Labor Camp, Homestead, Florida, February and March 1973, the following comments are made:

1. Because of a reported increase of enteric illnesses at the South Dade Labor Camp, a thorough study was made of the water supply at this camp. This study was made on January 2, 1973, following a December 29th report of contaminated water. At the time of the December 29th study, it was found that the chlorine feed to the well supply had been exhausted. This was immediately corrected and follow up samples of the water supply taken on January 24 and 30, 1973 were found to be safe. On January 9, 1973, recommendations were made to the Homestead Housing Authority of methods of improving their water supply service. However, these corrections were not implemented, but additional studies on the water supply—January 8th, 12th, February 1st, 8th, 22d, 29d, 27th, and 28th . . . all these samples showed a safe water supply.

2. One case of typhoid fever was reported to me on February 1, 1973. This was in a 7-year old child who had been hospitalized on or about the 15th of January.

1973, with a tentative diagnosis of appendicitis. Routine studies were done at that time and these were reported at the end of January, 1973. A study was instituted to find out the source of this case and a next door neighbor was found to have a high agglutination titre consistent with the typhoid carrier state. Both the patient and the supposed carrier were placed under typhoid surveillance.

3. On February 27, 1973, two additional cases were reported to me at 10:45 a.m. At 11:00 a.m., a meeting was called of involved key Public Health personnel and a cursory survey was ordered to determine the possible extent of the problem at the camp. Subsequent meetings were held daily thereafter with continued planning and solving of many problems related to a wide variety of involvement in the camp. From a Public Health standpoint, there were a number of considerations that may have influenced this outbreak:

(1) The date of possible contamination of the water supply appeared to be some time between February 8th and 12th, 1973. It is to be noted that on February 8th, samples taken by the Dade County Department of Public Health Sanitarians were found to be safe.

(2) Some of the residents of the South Dade Labor Camp reported that there had been outages of water. In discussing this with the camp authorities, we were told that at no time had the pumps been stopped, but that the electricity being supplied to them through the camp had broken down. A check with the Homestead Electric Company which supplies the camp revealed that no records of such breakdowns are kept by the company, so that it was impossible to check on the times and durations of such outages.

(3) In the pump room, there is a floor drain. This was shown to be connected by about a 6' length of pipe to a seepage pit immediately to the west of the pump house. Fluorescein dye, when instilled into the seepage pit, showed up in the well water within 3½ minutes.

(4) Immediately to the north of the well is a grassy area. When this grass was stained, the dye showed up in the well water within 15 minutes. These short periods of time for the dye to show up from the seepage pit and from the grass area in the well water were difficult to explain when first observed, since the plan of the well was for a 50' deep well with 38' of casing surrounding it.

(5) A communal toilet facility was about 100 yards north of the well supply. Immediately outside this toilet facility there was a grease pit. The grease pit was connected only to the hand sinks. However, when our sanitarians demanded that this grease pit be pumped out, human feces were found at the bottom of the pit. This feces could only have been in the pit either through direct defecation into the pit or by defecation into the hand sinks.

(6) At the southeast corner of the camp is a high storage tank. This tank should have been inaccessible to unauthorized personnel. However, initials were found carved in the top lid of this storage tank, indicating that unauthorized personnel may well have gotten to the storage tank water supply.

(7) Several pits were dug near the well and many solution channels were observed.

(8) A canal completely surrounded the camp. This canal was used for outflow of sewage effluent.

(9) In discussion with many of the residents, multiple complaints were uncovered. In some investigation of these complaints, it was quite likely that many of these had not been reported by the residents to the camp manager.

(10) The well depth, according to plan, was found to be 50' with 38' of casing. However, a sounding done revealed that this well was really only 20' deep, with 15' of casing.

(11) According to the plan on register at the Dade County Department of Public Health, a sewer system which had been installed some 20 years previously had been abandoned three years ago when a new sewer system was built. However, in unearthing part of this old sewer system, it was found that at least part of this old system was still in use and was connected to the new system.

(12) Communal toilet facilities are observed to be kept in general in insanitary condition.

4. I believe a few comments are in order for techniques for water supply surveillance. Standards are set by the Florida State Division of Health. These standards are a repeat of those standards set by the U.S. Environmental Protection Agency. According to these standards, it is recognized that occasional samples of water supplies may be found to be contaminated when actually the water supplies are safe. It is recognized that in drawing water samples, these may be contaminated in one of at least two different ways. One mechanism of con-

tamination of water sampling occurs when the faucet is not adequately flamed prior to drawing the sample. The other method of contamination is in allowing the sampling container to remain open while flaming occurs, thus exposing the container to the outside atmosphere for a prolonged period of time. Because of these two possible mechanisms of contamination, the water standards are such that they require sampling to be done on two successive days and on both days they should be contaminated before one takes steps for correction. Another point of consideration is that many water supplies at various times have occasional samples showing contamination. This is acceptable in general according to the standards that are currently followed. In fact, if 5% or less of the samples taken are found to be contaminated, this is considered within safe bounds. Finally, in discussion with the official in charge of water supplies for the Environmental Protection Agency, I learned that approximately two water borne outbreaks occur nationally every month. All of these considerations lead to the conclusion that there is no safe mechanism whereby medical science today can assure a permanent safe water supply.

5. Water supplies are tested by two techniques: one is bacteriological and the other chemical. The bacteriological technique depends upon the presence or absence of a bacterium *E. coli*. This organism itself ordinarily does not cause disease; however, it indicates when present, that other disease-causing bacteria may be present. The second method of following water supplies is by determining chlorine residual. When there is chlorine in any water supply, this is considered adequate protection against any bacterial contamination. However, the absence of chlorine residual does not indicate necessarily that there is an unsafe water supply. In fact, many water supplies are in use today without any attempt at chlorination and these produce consistently safe water for use.

6. As a result of the above findings and considerations, the following recommendations are considered applicable:

- (1) All migrant housing during construction shall be subject to the same laws as all other local housing; the same inspection, licensing, building codes, etc.
- (2) All water and sewer plants shall be approved by health department engineers. These shall be inspected and approved during construction. Other agencies may also be involved.
- (3) All water supplies shall be via approved public water utilities.
- (4) Each camp shall have a representative group who inspect quarters and all other buildings, perhaps on a bi-weekly basis, at regular periods, to seek out (a) violations, (b) broken fixtures, (c) insanitary conditions, (d) inhabitant errors, etc.
- (5) A formal mechanism for reporting of needs should be established and this should include a follow-up to ensure correction.
- (6) An intensive program in health education in the language of the laborer should be initiated.
- (7) A serious review of water standards, both nationally and statewide should be carried out.
- (8) Water and sewer authority should be combined.
- (9) All multiple toilet facilities should be eliminated.
- (10) Water and toilets should be provided in each living unit.
- (11) Adequate mechanisms of enforcement must be developed to allow for speedy effective action without threat of opposition.
- (12) Adequate funding is essential for proper implementation.

**STATEMENT OF DR. WILTON SASLAW, DIRECTOR, DADE COUNTY  
DEPARTMENT OF PUBLIC HEALTH**

Dr. SASLAW. Thank you, sir.

I believe all of you have had an opportunity to read this prepared statement. And I do have several additions to the specific recommendations, if I may offer these.

Mr. Ford. Yes. Go right ahead.

Dr. SASLAW. No. 12, which was the last one typed, was that there be adequate funding for proper implementation of all of the activities. I'd add a No. 13, that there be adequate funding for adequate housing.

No. 14, that there be adequate water supply and toilet facilities in the field. And this probably should be a responsibility of the property owner, and.

No. 15, where there is a grandfather clause licensing water supply operators, that there be a requirement that such grandfathered operators be required to take formalized training to insure their ability to handle water supplies.

With those additions, I think I would be glad to answer any questions, sir.

Mr. Ford, Dr. Saslaw, how long have you been in the field of public health?

Dr. Saslaw. Only since 1965.

Mr. Ford. That qualification indicates another question as being in order. How long have you been a doctor?

Dr. Saslaw. Since 1934.

Mr. Ford. So what you are giving me is a distinction between you as a doctor in general practice, is it?

Dr. Saslaw. No. I was in practice from 1934 to 1951. In 1951 I took a position in full-time research as director of medical research at the National Children's Cardiac Hospital, where I remained from 1951 through 1964.

My research at that time was on an epidemiological basis, but I didn't join the health department until January of 1965.

Since that time I went to the University of California at Los Angeles and got my master of public health degree in 1966-67. I am currently a candidate for the doctor of public health at the same institution. And, I have completed everything except my final dissertation and defense of the dissertation.

Mr. Ford. With this background and special training in public health, how do you react to the characterization of the typhoid outbreak here as one of the worst in this country in modern history?

Dr. Saslaw. It is a very deplorable situation, and one that I have looked at many times since its occurrence, trying to find out ways we could possibly avoid such a situation. I know of no way in which we could give absolute assurance such a situation might not recur at any time in any place. I think the best that we can do is to offer mechanisms to reduce the likelihood of such an occurrence.

And, one specific one in terms of water supply is a requirement that all water supplies to all labor camps and similar low-cost housing, of course, is to make sure that these water supplies are public utilities, not well water operated by the private agencies.

Mr. Ford. Are you satisfied now as the health director that you have identified the source of the typhoid that is affecting these people?

Dr. Saslaw. We cannot be absolutely certain as to the cause of this outbreak, but we have a number of areas that may well have contributed to this.

There is almost no way we are aware of to pinpoint the specific cause. Typhoid fever occurs 2 to 3 weeks after the infection has been contracted. In other words, there is a 2-to-3 week incubation period between infection and absolute illness. One cannot go back and reconstruct the facts 2-to-3 weeks before.

Mr. Ford. Except when you get 200 to 300 cases there ought to be a common denominator. The more cases, the greater the degree of certainty?

Dr. Saslaw. We are quite certain the method of carriage was an infected water system, but how the water system became infected—we have only three or four mechanisms that might have occurred, but no way of assurance which way it happened.

Mr. Ford. In reading your statement this morning, I noted that in a very scientific way you took great pains to indicate that methods for advanced detection of this contamination of water are imperfect at best.

Dr. Saslaw. That's right.

Mr. Ford. You seem to indicate it is really kind of a hopeless task to do the testing at all, because even if you find a test that shows the water contaminated, you wouldn't believe it unless on 2 successive days it showed it.

I get the impression if that was still within the range of 5 percent of the total number of tests, you still wouldn't believe it.

Dr. Saslaw. Yes. And, we therefore have personally questioned the satisfactoriness of the national standards. The standards probably work 999 times out of a thousand. Well, we hit the thousandth time. The question now is, whether it is safe to use standards that only protect someone 999 times out of a thousand.

Mr. Ford. You also make the point in your statement there was some criticism of the chlorination of this water. However, you observe in the statement that there are many places in the country where potable water is made available without chlorination. There was a time when you could drink the water out of Lake Michigan. I don't think anybody would take a drink out of most parts of Lake Michigan today without having it chlorinated.

Dr. Saslaw. That's right.

Mr. Ford. What changes the attitude about what you could take a chance on or not is the probability that something has been near it. How could any public official with 2,000 plus people living there in close confinement in a camp like this in something less than a normally built type of apartment complex not recognize the tremendous potential not only for this disease but other diseases in something like a water supply? Wouldn't that put an ordinary person on notice that it would be more likely to be a problem than if the same 2,000 people were spread out some place else?

Dr. Saslaw. There is no question about this. We agree wholeheartedly. We feel very strongly that the living conditions these camps provide are far from adequate.

Mr. Ford. We had growers here yesterday afternoon who were praising this camp. In fact, their attitude indicates it has been enlarged. And some of us were embarrassed to discover this camp was built, we are told, with all Federal resources.

Dr. Saslaw. This camp probably is the best camp in Dade County. But it had two parts to it. One part provided water and toilet facilities in each living unit, and the other part was a reconverted Army-built barracks with communal toilet facilities. And, this second part is one that has now been closed down. The rest of this, however, is one of the ideal camps, considering it as really low-cost housing.

Mr. Ford. I asked a doctor yesterday whether any inoculation program had been undertaken and what was being done to alert the present occupants of this camp about a recurrence of the con-



amination in the water supply, because there is an indication there is not a proper program underway to warn the occupants of the danger, and there are certainly people here who really don't at this point understand whether there is a continuing danger or not. The doctor indicated that inoculation is of questionable value in terms of doing anything about this outbreak because of the large percentage of people who would not become immunized by the inoculations. He went on to say that we managed to send 2 1/2 million Americans to Vietnam under the most adverse living conditions that young Americans have found in any of the wars we have ever been involved in. Yet we were able to avoid having this sort of thing happen to them even when they were living in remote areas, primarily because they were instructed on how to avoid contaminated water.

In other words, he gave credit to things other than the inoculation program that the military has. Would you agree with him that this is the only practical kind of an answer to this on a long-range basis?

Dr. SASLAW. Yes. And, one of our recommendations is a health education program. Health, hygiene, and sanitation and so on. And when this situation first came to light, one of the things we wanted to be sure of is that the water be boiled. We spoke about how we were going to get the people to boil the water and realized we ran up against a cultural problem of could we educate the people. So, we increased the chlorination in the distribution system to 10 parts per million. That has two intents. One is of itself, it would make the water pure, safe to drink. The second point is that it makes the water unfasty. And to anyone using the water for drinking purposes, he would obviously boil it in order to boil off the excess chlorine. So, by this technique we insured a boiling of the water or nonuse.

Mr. FORD. Who should have the responsibility for trying to provide this kind of a program, and really who should we be educating? The operators of these housing units across the country?

Dr. SASLAW. I think it is a joint problem of the operators and of the people themselves.

In other words, I believe there should be adequate representation among the laborers who can best communicate with their own people.

Mr. FORD. Doctor, you and I are in agreement, are we not, that we are both public servants with an obligation to protect the general welfare of all of the people of this country?

Dr. SASLAW. Yes.

Mr. FORD. You have an immediate problem with typhoid because you have a problem of people living here who are going to be someone else's problem. It becomes a national problem. There is no wall around Dade County.

Dr. SASLAW. Right.

Mr. FORD. We are told, and I think you just repeated it, that this is the best camp in Dade County?

Dr. SASLAW. That is right.

Mr. FORD. I wish I had the time to see what a bad one looks like, but we are going to have some people looking at them. We'll have to withhold any kind of comparisons with other places, because of time. We have seen some interesting comparative examples up in the Washington area where we have some historically preserved slave quarters that look better than what we have down here. The slaves had eco-

nomie value to an individual. The slave was a piece of property that had to be protected. Maybe human beings are better able to understand their responsibility of protecting a piece of property that has cash value to them as a human being. Maybe that is what we have to develop—a public policy that recognizes the worth of an American citizen whether he has roots or not.

All day yesterday we searched, even with the growers sitting here, for the answer to the question about who should have the basic responsibilities for carrying out a program to eradicate this threat to the quality of life in this country. It is reflected in the stories we have been hearing.

I think it ultimately comes back to you, me, and all people in this community with roots, power, and interests to protect.

We tried to get to it with the growers yesterday. They have a greater interest in the happiness and health and safety of the work force than anybody else.

And nothing is going to happen to interfere with any livelihood in the next year. No one is willing to come to this county next year for fear of typhoid in picking the crops. It will have an effect on the growers, certainly.

Dr. SASLAW. Yes.

Mr. LEHMAN. I think the chairman hit the point that enlightened self-interest is the real solution to Dade County and perhaps the whole country. If everybody is protecting only their stake in this, the State health department or grower, then we're all going to be in trouble. And, in relationship to your particular job, how many people do you have under your supervision here?

Dr. SASLAW. About 700, sir.

Mr. LANDREBE. And how many do you have to protect in Dade County?

Dr. SASLAW. Over 1 million.

Mr. LANDREBE. And how many dogs do you have in Dade County?

Dr. SASLAW. Ten thousand.

Mr. LANDREBE. And in the meantime you have to protect the labor camps?

Dr. SASLAW. Yes, sir.

Mr. LEHMAN. We'll have to see what kind of funding is available at the national level that we can have to assist the underfunded and overburdened people in these situations here. This is not a Dade County problem; it is not a Florida problem. If a person gets sick in Dade County, a banker in Michigan is affected by it, too. And, this is what we have to look at.

I am sorry that I have to leave. And, there is one other thing. If Dr. Saslaw knew that another typhoid epidemic was coming up next month in a certain area in Dade County, there is not a heck of a lot that you could do to stop it under your jurisdiction, is there?

Dr. SASLAW. No, sir.

Mr. LEHMAN. I have to leave.

Mr. FORD. All right. Thank you, Congressman Lehman. We understand the other commitment that you have this morning, and hopefully you'll convey my apologies to them.

Mr. LEHMAN. If you're still in session later, I will stop in.

Mr. FORD. All right.

Now, what about the other camps? How do the Dade County camps shape up in terms of compliance with health regulations?

Dr. SASLAW. I think each of the camps has a certain amount of difference between that camp situation and the standards. However, going from the bottom up, we have attempted to close—well, we don't have the power to close—but we have recommended that the State division of health not grant licenses to several camps.

Now, this started back in 1970 and was done again in 1972, and this does not apply to South Dade Labor Camp—

Mr. FORD. This State licenses a labor camp?

Dr. SASLAW. Yes, sir.

Mr. FORD. Does Florida take the jurisdiction for suspending the licenses?

Dr. SASLAW. Yes, sir.

Mr. FORD. Is the license in any way dependent upon the approval of the local health officials?

Dr. SASLAW. It is on recommendation of the local health departments; yes, sir.

Mr. FORD. Does it come up for renewal?

Dr. SASLAW. Yes, sir.

Mr. FORD. Is there an inspection of a camp just before the influx of a new season?

Dr. SASLAW. It is very close to that. Actually the date of renewal of licenses is July 1, and the labor season starts approximately October 1. So, this usually takes from July, August and September to get the licenses back from the State.

Mr. FORD. So the way the system is set up now, the inspection takes place at the time of the year when there are least likely to be any occupants in the camp?

Dr. SASLAW. That is correct. When the camp should be at its best.

Mr. FORD. And without any of the problems that many people living in close proximity bring?

Dr. SASLAW. Right.

Mr. FORD. What procedures do you follow or what device do you have at your disposal to enforce the health code?

Dr. SASLAW. [No response.]

Mr. FORD. What kind of a staff do you work with, for example?

Dr. SASLAW. We have basically our sanitarians, who are the ones who investigate the camps. And, what Mr. Lehman referred to, I didn't realize what he was asking. We have 83 sanitarians, and their job is to look after the labor camps and to do all the food area inspections and everything, animal bites and everything. We have about 10,000 of those animal bites alone per year. And, they are also responsible for checking about 5,000 restaurants per year, and so on.

Mr. FORD. Do you have any Federal, State or local resources for this? Do you receive any help to beef up your operations on a seasonal basis for the periods when the problem is greatest?

Dr. SASLAW. No, sir.

Mr. FORD. Or are you aware of the fact that, especially in States where large numbers of people come into an area during the vacation months, it is customary for the health departments to put on large numbers of people who do everything from checking wells in the State parks to checking on a daily basis almost every kind of a swim-

ming pool used as a public facility, and so on, because of the apprehension Public Health people have for the added danger of people gathering together and using facilities that are not in year-round use—is that a common practice across the country or not?

Dr. SASLAW. I am not aware of this at all.

Mr. FORD. Well, even in Atlantic City they check the water supplies in the hotels when the first convention comes in the spring, because in the winter water is lying in the pipes, and unless they do this they know they are facing a problem.

In my own State of Michigan we hire for the most part medical students and other students who have a little scientific background to check everything that anybody might use in anticipation of thousands of tourists coming to our State. We know if people start using a well that hasn't been used or cared for, or even a drinking fountain, we could have a problem.

Is there anything like that in anticipation of these people coming down here?

Dr. SASLAW. None other than the regular sanitary inspection during the summer carried out just prior to the opening of the camps. This is done for licensing purposes. And, all of these are done at that time.

Mr. FORD. You described in your formal testimony the seepage tests that disclosed very clearly that surface water was moving almost immediately into a well that was in fact used for human consumption. On checking you discovered that well which was supposed to be 50 feet, was 38 feet deep.

Dr. SASLAW. This is correct, with one comment on that.

At the time that I wrote this report, this was 50 feet deep, with 38 feet of casing. This was from the job log of the well, from the person that dug the well. In checking back with the State authorization, however, we found that—and we just found this yesterday, we found that the State had authorized a 20-foot well with 20 feet of casing. We don't understand this discrepancy between the State authorization and the job log, and there is a difference between the two. We also checked the requirements regarding well depth, and there is no set requirement.

So, this is another one of the water standards we think should be reviewed.

Mr. FORD. But, most of the farmers in this country now don't put a septic tank uphill from a well. If you don't dig your well deep enough and line it past the level of whatever your surface water is in your area, then it is going to stand the danger in the rainy season of being contaminated, or in the dry season, if the well starts to get close to the bottom, being contaminated.

As a matter of fact, the pattern is that people living on farms and having to use wells are so concerned during these periods where the likelihood of contamination is high that they actually send off samples on a regular basis to protect their families that are using them. We don't have any comparable public responsibility in this regard.

Dr. SASLAW. There is a requirement that water samples be checked at regular periods depending on the number of people served by a public utility and the water system is described as one that serves 25

people or more, so that this well in the South Dade Labor Camp does classify as a public water system. And, we do have a responsibility based on the population served.

This requirement is one sample per month per thousand people. This is an approximation, but it is what we follow. Which means that if the South Dade Labor Camp water supply had 2,000 people—I mean, if the camp held 2,000 people—we were required then to take two samples per month.

And, we are actually—our personnel countywide are so small that we have been able to carry out our requirements only to the extent of about one-fourth of the total requirements in this community.

The city of Miami is able to help us out by doing their own sampling, so that we actually are operating at approximately one-half of the requirements that are in the law.

Mr. Ford. How many labor camps are there in Dade County?

Dr. SASLAW. There are 13.

Mr. Ford. Have water supplies of all 13 been checked on a regular basis since the outbreak of the typhoid?

Dr. SASLAW. Yes, sir.

Mr. Ford. And what did you find?

Dr. SASLAW. In the first sampling of 2 of the remaining 12 camps, they had small amounts of contamination, and we immediately ordered these camps to boil their water and to install chlorination systems and employ licensed water operators to do daily sampling. And since that time, two additional camps have been found in the same situation. And in all four of these camps corrective measures have been established and have been followed since, and are in fine operation.

We have also asked that each of the camps look into the possibility of tying into a public water utility. We feel that while this is still not a hundred percent safe, it would be safer than any chlorination system. Some of the camps are so far removed from available water that this is not a feasible mechanism. Others are making arrangements or are already connected with public utilities.

Mr. Ford. In this morning's newspaper it indicates that there were two more cases which could be remissions that were admitted to one of the clinics here that is treating people with typhoid.

How long would you say that a community would have to be on guard—what is the potential of this going on?

Dr. SASLAW. On a monthly basis the number of people carrying the organism of typhoid will gradually decrease.

For the first month we estimate that about 25 percent of people will continue to carry typhoid. By the second month, this would be reduced perhaps to 10 or 12 percent. By the third month, this would be reduced to about 8 percent. And, on down until at the end of the year when one may be officially classified as a typhoid carrier, it would be 2 to 3 percent that would remain as carriers without further handling.

Now, if a person is a carrier, this would mean a year's total with that organism. Then he could be cured by one of two mechanisms, he'd be first subjected to gall bladder studies, and if the gall bladder studies were normal, he would be placed on a course of Ampicillin, which is one of the antibiotics specifically valuable in typhoid carrier

states; if he does have gall bladder difficulties, then he would be likely requiring gall bladder surgery.

Mr. Ford. What is the potential if these two people had moved to another camp similar to this in another State, with surface water seepage and human feces in the grease pits connected with the basins where people wash up and the conditions you described? Would there be a potential for outbreak of this disease again?

Dr. SASLAW. We have discussed this at great length with the physicians at the U.S. Public Health Service Center for disease control, which is in Atlanta. And, they feel that the dangers are minuscule. We are, of course, in communication through the State Division of Health, not only with all of the Public Health people in the State of Florida, but throughout the country. We also have communicated through the State Division of Health with every administrator of the migrant programs wherever they may be.

This unfortunate situation has received pretty widespread publicity, and I believe every physician in the United States is aware of what is going on and would be alert to such a problem.

Mr. Ford. I wish I could believe that. But, I doubt if many physicians who are in Michigan at the moment would give a damn what is happening with these people. It will take what happened here to get their attention. They are too busy with other things. They are all busy men and overworked and understaffed like your operation. Maybe that is something we should be doing. Something in the way of specific assistance to the units of Government to whom you have to look for support.

In your State you talk about the testing and the purpose of your testing and a technique to determine whether the type of organism that carries disease like this could survive in a water supply. Presumably you make a value judgment on what degree of care is necessary to create a sufficiently hostile atmosphere so that these organisms could not survive. But, when you find a condition of contamination or a condition in the water that would indicate to you the possibility of carrying the disease, doesn't that at the same time suggest the possibility that other kinds of disease could be carried by this water?

Dr. SASLAW. Yes. There are about 800 known types of *Salmonella* organisms as one example. And, typhi is only one of those 800 types of organisms causing typhoid fever. And, approximately 799 other types of *Salmonella* could be growing in that same type of sample. *Shigella* could be growing in that same situation. Although we have no mechanism for testing, we reason that hepatitis virus might possibly grow in that situation. And, amebic parasites could conceivably grow in that situation. And, finally, although very little work on this phase of contamination that could be done, there is an indication many different viruses could be carried in many water supplies in spite of chlorination. But, this is a brandnew field, and we don't have data on this. We know work is going on in Tampa laboratories on it.

Mr. Ford. So it is safe to say that the kinds of conditions that have to be extant to have this outbreak that you have here are the same kinds of conditions that expose one to the possibility of other serious illnesses on the long-term basis?

Dr. SASLAW. Well, typhoid is generally viewed as the most serious of these diseases.

Mr. Ford. But you just mentioned one that becomes a lifetime disease.

Dr. Saslaw. Which one is that, sir?

Mr. Ford. The one you're talking about. We refer to it as jaundice.

Dr. Saslaw. Oh. Hepatitis.

Mr. Ford. When you refer to hepatitis, is that pretty much a lifetime disease after you're infected?

Dr. Saslaw. This is still open to a great deal of medical question. We don't ordinarily feel it lasts a lifetime. In some rare instances it may actually cause difficulty that lasts a long time, but this is unusual.

Mr. Ford. Most of middle-class Americans who do have access to medical care spend most of their life after they've had hepatitis in a program of medical watchfulness, don't they? Don't they watch very carefully for any indication of recurrence?

Dr. Saslaw. I think this is somewhat overstated, sir. In my experience, hepatitis generally responds in a matter of weeks, or perhaps 2 months, to good medical care. And, there are, of course, occasional occasions, as I say, that do go on and have chronicity to them, but these are by far not the major number of cases.

Mr. Ford. Finally, you indicate that when you went to check the camps after this thing broke out, you found two with bad water supplies. And, presumably you issued some kind of an order for that to be corrected. Did the camp owners cooperate with you?

Dr. Saslaw. Yes, sir. We have had very good cooperation.

Mr. Ford. What recourse do you have if they fail to do that?

Dr. Saslaw. When one of these camps is found to have a bad water supply, we give the man 48 hours within which to come up with the plan for hooking into a public utility and/or some other acceptable type of treatment of his water supply.

At the time we issued that order, we didn't realize the man was just leaving town for 4 or 5 days on this particular camp. After the 48 hours when we hadn't heard from the man, we looked into what alternatives we had for possible handling of this particular case. We found these were three possible mechanisms we became aware of. One was to recommend to the State that they rescind the license for the operation of his camp. By discussion with the authorities in Jacksonville for the State, we learned that there would have to be a 10-day period within which the owner would have the opportunity to respond to any action. We then communicated with both—

Mr. Ford. Let me ask you this. You have no cease-and-desist powers at all?

Dr. Saslaw. Not that I am aware of; no, sir.

Mr. Ford. In the case of an outbreak as you had here with the number of typhoid cases, you're not under the Florida law empowered to step in and say that I cannot wait 10 days. There is nothing available to you?

Dr. Saslaw. There are two areas in the law that gives you the right, through the courts, to get immediate action. And, another is to correct a deficiency ourselves and then regain the moneys that we spent.

Now, in the second instance, we tried to invoke that rule in a different situation some months ago and were advised that although that law was on the books for 75 years, it had never been used. And,

there were no funds available for this type of action. And, we were advised by the State Division of Health and by the local attorneys not to try to use that law.

Mr. Ford. We are going to have to change the legal services' definition so that you can get some help.

Dr. Saslaw. Yes, sir.

Mr. Ford. Let me ask you if you can give us the identification of the camp you just described?

Dr. Saslaw. That was the Cox Camp.

Mr. Ford. Has the condition been corrected?

Dr. Saslaw. Yes, sir.

What actually happened was that we found we had a 10-day waiting period before we could take any specific action in this regard, and Mr. Cox came back and met with us and was very anxious to make his corrections. And, he did voluntarily what we couldn't do by legal means.

Mr. Ford. Now, the public health people from Atlanta, the Federal people, have been in contact with you because of their concern and their responsibility with communicable diseases and possible spread beyond the immediate community?

Dr. Saslaw. Yes.

Mr. Ford. Has anybody from the Department of Labor connected with occupational safety and health made any attempt to contact you and determine what happened here?

Dr. Saslaw. I am not familiar with anyone. If there was such a man, he hasn't identified himself.

Mr. Ford. Has anyone from any agency of the Federal Government other than the communicable disease center in Atlanta come to you for information about what is going on and what could be done or offered you any assistance?

Dr. Saslaw. No. Well, we have been in contact with two other agencies, the Food and Drug Administration, which did a study of the vegetables and fruit that were picked down here to make sure they were safe for transmission elsewhere. And we did have close communication with the Environmental Protection Agency. They were down here on another matter, on the Miami Beach water supply system, and did utilize their services with reviewing the water supply of the labor camps.

And, in regard to the U.S. Public Health Service Center for Disease Control, we communicated with them when we found the first two cases, and we were in rather constant contact. And, they actually sent an epidemiological service officer and a statistician down to work with us on the program.

Mr. Ford. Mr. Landgrebe?

Mr. LAMBERG. Doctor, I have so many questions that if I were to ask all of them it would take most of the day. I didn't come down here to indict or exonerate anyone. I came down for finding out about the problems of the migrant workers. But the statements made before us as you stepped up to the microphone are such that it seems either you or the Health Department has sufficiently self-indicted yourself that there isn't much else to do along those lines.

I cannot possibly understand how it was that this camp had a report of an increased amount of illness during the first week of January, and yet nothing was done about it until the second week of February.

You have 700 men with 5,000 restaurants. You say that the City of Miami does a lot of their own inspections, and that they have their own Health Department. Do these 5,000 restaurants that you are in charge of include those in the City of Miami, or outside?

Dr. SASLAW. Yes. That includes them.

There is a little error in interpretation here, sir. There are 83 sanitarians who are required to look after all these problems. Not 700 people.

Mr. LANDGREBE. The sanitarians do this inspection?

Dr. SASLAW. Yes, sir.

Mr. LANDGREBE. In that case—

Dr. SASLAW. May I offer something? Maybe I haven't made this very complete. But, let me point out to you that because of a bad water sample on December 29, we had a special engineering study done to find out whether that water supply could be used or whether it should be replaced. Our engineer reviewed the situation and pointed out that that water supply could be completely potable if properly serviced and maintained.

Now, that was on the 2nd of January. On the 9th of January a letter was written to the Homestead Housing Authority making five specific recommendations—

Mr. LANDGREBE. Wait a minute. Recommendations—in answer to Congressman Ford's questions you seemed to indicate you do not have power—well, you have power only to recommend?

Dr. SASLAW. That's right.

Mr. LANDGREBE. Your Department found that the chlorine in the well had been exhausted?

Dr. SASLAW. Right.

Mr. LANDGREBE. Is this a criminal situation, or do you put chlorine in the water if you want to? Is this a State requirement?

The chlorine was exhausted. Are there no grounds for criminal action in regards to that? I understand there is a limit to what you can do. You can't go out and visit every camp and every place to see if they are keeping chlorine in the water; but when you find that there is no chlorine in the water, isn't that some sort of an illegal situation?

Dr. SASLAW. I honestly don't know.

Mr. LANDGREBE. I'd like to ask that you provide us with a certified copy of your January 9 recommendations made to Homestead Housing Authority on the methods for improving the water supply. I would like for these certified copies to be placed in the Record of these hearings.

Mr. FORD. Could you just give us a copy of that letter, Doctor?

Dr. SASLAW. I believe I can find one.

Mr. FORD. Without objection it will be entered into the Record at this point.

[The document referred to appears at end of Dr. Saslaw's testimony.] Mr. LANDGREBE. These corrections were not implemented, but additional studies on the water supplies were done on January 8, 12, February 1, 8, 22, 27 and 28. All of these samples showed a safe water supply. In fact, Mr. Chairman, I'd like to have as many of these documents as can be made available to us.

Mr. FORD. I think it is reasonable to ask, Doctor, that you supply us with copies of the documents by which you attempted to build your

case here. Also the notices of whatever farm that you gave to Cox and the other camp, and whatever response you got from them.

Mr. LANDGREBE. Thank you, Mr. Chairman. And, there are a couple of other items here to follow up on.

In regards to the well depth which is mentioned on Page 4, the well depth according to plan—what plan? Is this the Federal requirement? I understand this is a Federally constructed camp, and do the Federal specifications require a well with a 50-foot depth?

Dr. SASLAW. I don't know, sir.

Mr. LANDGREBE. I feel someone in the State of Florida or in Washington, D.C., can answer that. Perhaps someone in the committee can follow this particular line of thought and check the original application for the facility. Did it require a 50-foot well? Is there in fact only a 20-foot well constructed there so that there was an absolute short-cut in construction for someone to make money? Is that what happened here? Because it would seem to me that a 20-foot well to supply water for 2,000 people would be, just from general standards, a dangerous situation.

I guess I have asked you for copies of records. But, can you provide us with a copy of the standards set by the Florida State Division of Health? I would like the records, the standards of the State of Florida, and also the laws under which you operate.

Up in Indiana, the health officer has extreme power. He can close a restaurant. He can order people to move out of a home. If they are discharging raw sewage or things of this kind. And, in Indiana, the health officer has substantial power. I think if we can have your cooperation to provide us with documents so that we can continue to pursue this, it would help.

But, really again, I'll say certainly from January 24 to February 27 is a rather long time to take rather firm action.

I think that I have no further questions now.

Dr. SASLAW. May I respond to one particular aspect of this?

Mr. FORD. Yes.

Dr. SASLAW. Our particular purpose was to make sure that the water supply was safe. And, in view of all of these samples that we took between January 1, and February 28, we were not aware of the need for any further action.

Now, our particular approach has never been one for punitive purposes. And, this would have been the action I believe that you're referring to, because as long as the water supply was safe, this is our only concern from a health standpoint—

Mr. LANDGREBE. Yes. But, you did find a bad situation, where the sewage effluent was popped out and your sanitarians found a grease pit with human waste in the bottom. And, even though there was no bacteria actually found in the water, you certainly found other situations there that would have seemed to be an unsafe health situations or practices. And you admitted here you made a number of recommendations that were not implemented. So, why bother to make recommendations if you don't have the power to follow up to see that these things are done?

Dr. SASLAW. We do rely to a great extent on voluntary cooperation. If the situation is corrected after we make our recommendations, this is as far as we have gone in the past.

Now, I can certainly see that the particular recommendations were not carried out as we recommended them, but they were corrected when we brought them to the attention of the people. As again viewed, the number of samples we took was substantial when actually we are required to take only two samples a month at this particular camp.

Mr. LANDGREBE. I have one more request, with the chairman's permission. That is, that you would provide us with proof or the specific information regarding these several samplings, January 8 through February 28. You say that the studies were made. We'll go along this way. Let us have for the record specific documents that prove conclusively that studies were made on those dates, and that the water was found to be XX, and so forth.

Dr. SASLAW. Fine, I'll do that.

Mr. FORD. Please check your records or call upon your own independent recollection. We are informed that a representative of the Florida rural legal service program, Joe Alexander, registered a complaint with the Dade County Public Health Service on December 29 with specific reference to the condition of the water at this camp. Do you have a specific recollection of that?

Dr. SASLAW. Yes.

On December 29 we had a man going right out there and collected samples. And, at that time he found those samples were bad. And, we immediately established that the chlorine supply was turned off. And, it was turned on right at that time when our man was down there.

Mr. FORD. So, the action that took you down to the camp at that time was the complaint?

Dr. SASLAW. I don't know if it was that complaint, but a complaint. [The articles referred to in Dr. Saslaw's testimony follows:]

DADE COUNTY DEPARTMENT OF PUBLIC HEALTH,  
*Miami, Fla., January 8, 1973.*

Memorandum to: John D. Eckhoff, Associate Head.  
From: Kenneth R. Pfeiffer, Engineering Section.  
Subject: Water Supply for South Dade Labor Camp.

An inspection was made of the subject by Mr. Norma Sokoloff of your section and the author on the above date. Conditions were such as to require the following:

- (1) Obtain a licensed water plant operator as required under Section 10D-11 of the Division Rules.
  - (2) Flush the distribution system through all hydrants and dwelling units until such time as a chlorine residual is obtained. Periodic flushing will be required to maintain a residual.
  - (3) A scale should be utilized to weigh chlorine cylinders. This would permit the changing of cylinders prior to their running dry. Also it would give better control for general chlorine addition.
  - (4) The existing duplex chlorinator should be utilized whereby two cylinders can be connected. When one approaches the dry level the second cylinder can be immediately activated and the dry one replaced.
  - (5) Monthly operating reports giving daily flows, chlorine used, and chlorine residuals should be maintained. Forms for such a report are available through the engineering section.
- If you wish any additional information, please feel free to contact us.

Attention: Mr. George Eicher, Executive Director,  
HOUSING AUTHORITY OF THE CITY OF HOMESTEAD,  
*Homestead, Fla.*

JANUARY 9, 1973.

GENTLEMEN: We are concerned that recent cases of illness suffered by tenants of the South Dade Labor Camp may be directly linked to the camp water supply as it was found to be unfit for human consumption on December 29, 1972.

Our records reveal that bad samples have been collected from this system on the following dates: January 20 & 26, 1971, June 15 & 22, 1971, September 4, 1971, November 2 & 9, 1971, July 27, 1972, August 1, 1972, December 29, 1972 and January 2, 1973.

Engineering and Sanitation personnel from this department made a thorough inspection of this system on January 2, 1973, with the following conclusions: The system is capable of producing a potable water supply providing it is properly serviced and maintained. Therefore, it will be necessary that the following recommendations as per Kenneth R. Pfeiffer, Engineering Section, be required:

1. Obtain a licensed water plant operator as required under Section 10D-11 of the Division Rules.
2. Flush the distribution system through all hydrants and dwelling units until such time as a chlorine residual is obtained. Periodic flushings will be required to maintain a residual.
3. A scale should be utilized to weigh chlorine cylinders. This would permit the changing of cylinders prior to their running dry. Also it would give better control for general chlorine addition.
4. The existing duplex chlorinator should be utilized whereby two cylinders can be connected. When one approaches the dry level the second cylinder can be immediately activated and the dry one replaced.
5. Monthly operating reports giving daily flows, chlorine used, and chlorine residuals should be maintained. Forms for such a report are available through the engineering section.

If you have any questions concerning the contents of this letter, do not hesitate to contact this office.

MITRON S. SASLAW, M.D., M.P.H.,  
*Director.*

SPECIAL NOTES CONCERNING ACTION AT LABOR CAMPS, OTHER THAN SOUTH DADE  
LABOR CAMP

In a review of the water supplies of the various labor camps, it was found that two camps had unsafe water supplies. These were Boringuen and Cox. Water supplies at both these camps were ordered immediately to be boiled and recommendation was made that they hook up with public utilities water supplies. In discussion with these owners, it was found that it was impractical to connect up with public utilities and both camps made arrangements to have chlorinators installed with appropriate supervision by a licensed water supply operator. Subsequent followups showed that both camps had complied. Copies of the letters originally sent to both camps are herewith attached.

DADE COUNTY DEPARTMENT OF HEALTH,  
*Miami, Fla., March 18, 1973.*

Mr. J. H. TAYLOR,  
*Miami, Fla.*

Dear Mr. TAYLOR: Based on past and present unacceptable bacteriological samples collected from the water supply system serving the referenced labor camp, you are hereby ordered to submit to this office within forty-eight (48) hours, 5:00 P.M. March 15, 1973, an acceptable time table to provide an approved public water supply source to the camp.

Failure to comply with the above will result in this office taking the necessary steps to revoke your operating permit and close the referenced camp.

Very truly yours,  
MITRON S. SASLAW, M.D., M.P.H.,  
*Director.*

DADE COUNTY DEPARTMENT OF HEALTH,  
*Miami, Fla., March 18, 1973.*

Mr. J. ARNETT COX,  
*Princeton, Fla.*

Dear Mr. Cox: Based on past and present unacceptable bacteriological samples collected from the water supply system serving the referenced labor camp, you

are hereby ordered to submit to the office within forty-eight (48) hours, 5:00 P.M. March 15, 1973, an acceptable time table to provide an approved public water supply source to the camp.

Failure to comply with the above will result in this office taking the necessary steps to revoke your operating permit and close the referenced camp.

Very truly yours,

MILTON S. SASLAW, M.D., M.P.H.,  
*Director.*

H. I. Cox & SON,  
*Princeton, Fla., March 20, 1973.*

Dr. MILTON S. SASLAW,  
*Dade County Department of Public Health,  
Miami, Fla.*

Dear Dr. Saslaw: With reference to your letter of March 13, 1973 and our subsequent conference held in your office on March 19, 1973 relative the above labor camp, I submit herewith the following.

We have contracted with Mr. James Barlow of South Dade Utility to install a chlorinator on the water supply of the above camp. Mr. Epraves of this company has today made this installation and has certified our Mr. Tyre to maintain this installation under his supervision.

We understand that this is a temporary situation which will terminate at the end of our harvest season. Under normal weather conditions, this should be in approximately six weeks. We will at that time determine the feasibility of providing an approved public water supply source to the camp.

We appreciate your cooperation in this matter and will keep you advised of our decision.

Very truly yours,

J. ARNEY COX

JUDAH CONSTRUCTION Co., INC.,  
*Homestead, Fla., March 23, 1973.*

MILTON S. SASLAW, M.D., M.P.H.,  
*Director, Dade County Department of Public Health,  
Miami, Fla.*

Dear Mr. Saslaw: I am in receipt of your letter of March 15th, requesting us to inform you of our intentions to provide treated water in the Tallahassee Road Farm Housing Centers, Camp # 1 East and Camp #2 West.

As of this date, we have already started placing chlorinating devices in all of our water sources per your recommendation to other farmers and, hopefully this will satisfy your desire to have properly treated water in the camps. However, if there is any sign of impurity in the water when you make your normal test, please notify us immediately.

Cordially,

WAYNE E. JUDAH.

DADE COUNTY DEPARTMENT OF PUBLIC HEALTH,  
*Miami, Fla., March 29, 1973.*

Memorandum To: John D. Eckhoff, R.S., Associate Head, Environmental Health.  
From: Robert L. Koehl, R.S.  
Subject: Demolition and/or Removal of Sub-Standard Housing Units at Tallahassee Road Farm Labor Camps 1 and 2.

I met with Wayne Judah at his office at 3:00 pm this date and discussed the problem of tearing down or removing all substandard units at his Tallahassee Road labor camp. He is more than willing to do this since his organization has plans to replace the camps with low cost, subsidized rental units. He had planned to have had them built by this season, but had been literally shot down by the County Commission when it had been brought up before them. This was largely the result of an unnamed migrant organization leader, whom, he hinted would have backed him for a payoff, but fought the issue after they refused to pay-off.

Mr. Judah has another plan in the works and is planning to present it for approval. If it is accepted this time, the two camps will be demolished as soon as possible and the new housing units constructed in time for the new season. He intimated that any help our department could offer when it (the plan) is presented to the Commission, would be appreciated.

This plan would take Tallahassee 1 and 2 out of our jurisdiction as Camps, and under Metro Building and Zoning regulation.

During the interim period, he is prepared to install all necessary chlorinator units required to maintain potable water in the camps, and to get a recognized Supervisory service to maintain them.

I relayed your message that under no circumstances would our department permit the existing substandard units to be re-opened next season. If they are occupied next season, we would be forced to file and prosecute to the fullest extent of the law.

Mr. Judah said he understands and should have some word within the next couple of weeks, and that he and I should keep in contact until it can be resolved.

Note: In the accompanying material, under Well Permit No. 6601 and 6602, question 7, the total depth of casings is noted at 38', while the depth of the well reported at 50'. This is a discrepancy from the application, number 239-A, as approved by the Florida State Board of Health, Bureau of Sanitary Engineering, which on page 2 of 6, item B 2, shows that a well depth of 20' is approved. This discrepancy cannot be resolved at this office.

WATER SUPPLY WELL LOG

1. Well to serve: South Dade Labor Camp - Addition To Plant

2. Well location: 29335 South Federal Hwy.

Nearest Post Office: Homestead Section: \_\_\_\_\_ Twp: \_\_\_\_\_ Range: \_\_\_\_\_

Direction from Post Office: North Distance from Post Office: 2 Miles

1. Owner Homestead Housing Authority Address: 29335 South Federal Hwy.

4. Driller Armando Gil Address: 1051 S. 52 St. Hialeah, Fla.

5. Can site be flooded? (Yes) NO Elevation: 8' feet

6. Date well started: 4/17/70 Date Completed: 4/23/70

7. Sizes and lengths of casings 38' feet of 0" inch

Total depth cased: 38' Depth of well: 50'

Bottom of casing sealed at 38' foot depth.

8. Does water flow at surface without pumping? No Natural yield, if flowing \_\_\_\_\_ GPM

If not flowing, how far below surface does it stand? 8'

9. Yield by pumping 500 GPM. How many feet is water lowered by pumping? 2'

10. Water quality Good For what purpose is water to be used? Drinking

11. Below on this sheet give Driller's Log, record of cavities, analysis of water and other facts not provided for above. Continue on back, if necessary. Note each material found:

Name of person filling out blank: Armando Gil

Address: 1051 S. 52 St. Hialeah, Florida

STATE OF FLORIDA

DEPARTMENT OF HEALTH and REHABILITATIVE SERVICES

JAMES A. BAY SECRETARY

April 22, 1970  
 Dade County  
 South Dade Labor Camp (9<sup>th</sup> Well) 1/55

Mr. A. Gil  
 1051 E. 52nd Street  
 Hialeah, Florida

Dear Mr. Gil:

Issued herewith is the permit for well construction requested in your recent application. Please submit a copy of the well log to this office and a copy of the well log together with the cutting samples to the Bureau of Geology, Drawer 631, Tallahassee, as required by the Sanitary Code of Florida. The Bureau of Geology will furnish sample bags upon request.

PERMIT CONSTRUCT WATER SUPPLY WELL 9" Well

GRANTED TO: Mr. A. Gil No. 6501  
 Homestead Housing Authority - Geo. Eicher, Exec. Director 29335 S. Federal Hwy.  
 WELL LOCATION: 29335 South Federal Hwy. Homestead Dade

PURPOSE OR USE OF PROPOSED WELL: South Dade Labor Camp - Addition to Plant

NOTE: Permission is not hereby granted for stand use of water from an installation which depends upon hydrogeological, physical and chemical qualities of the water. All samples of water from the completed well. INSPECTION HAS BEEN MADE OF THE WATER WELL SITE BY A DULY AUTHORIZED OFFICER OF THE DIVISION OF HEALTH, AND SALES AND CHAPTER 170C-1, WATER SUPPLIES, SECTIONS 170C-1.10-170C-1.14, INCLUSIVE, FLORIDA ADMINISTRATIVE CODE, THE SANITARY CODE OF FLORIDA.

Granted this 22nd day of April 19 70

Issued by: William T. Saunders, Jr. D. Approved: \_\_\_\_\_  
 BUREAU OF SANITARY ENGINEERING DIRECTOR  
 ADMINISTRATION, WATER SUPPLY SECTION

This permit does not imply approval of sewage disposal or other facilities in the area to be supplied by the completed well.

In addition to the above provisions, compliance with the special items marked on the reverse of this sheet shall be required. Thank you for your cooperation.

Very truly yours,

J. B. Miller, P.E.  
 Administrator, Water Supply Section  
 Bureau of Sanitary Engineering  
 207-8350 544

>E<



STATE OF FLORIDA

DEPARTMENT of HEALTH and REHABILITATIVE SERVICES

April 22, 1970  
Dade County  
South Dade Labor Camp (Well 6") / 55  
MSM

- 1. ( ) This permit is for the purpose of drilling a test or exploratory well, which, if the water proves to be acceptable will serve as a source of raw water for a public water system.
- 2. ( ) A sketch of well location, pumping facilities and piping shall be furnished the local health department.
- 3. ( ) Engineering plans and related documents covering this well, pump and piping installation are required to be submitted to this office, in quadruplicate, for our review toward approval.
- 4. (X) The construction of the proposed well must be in compliance with the engineering plans and specifications approved by this agency under Serial No. 439-B dated 3-6-69
- 5. ( ) This well shall be drilled in accordance with the well field plan and specifications prepared by \_\_\_\_\_ and submitted to this agency.

6. (X) A complete chemical analysis on a sample of water from the completed well made by a reputable commercial laboratory specializing in that work shall be furnished this agency. This analysis shall indicate the content of the chemical compounds that usually comprise such reports and also shall include the following special determinations:

- (X) a. Hydrogen Sulfide (H<sub>2</sub>S) (field test) (X) b. Fluoride (F)
- ( ) c. Other \_\_\_\_\_

7. ( ) Please advise this agency the name and mailing address of the water system that this well is to supply.

8. (X) Please request the county health departments assistance in obtaining the bacteriological clearance of the well.

9. ( ) Other \_\_\_\_\_

Mr. A. Gil  
Hialeah, Florida

Dear Mr. Gil:

Issued herewith is the permit for well construction requested in your recent application. Please submit a copy of the well log to this office and a copy of the well log together with the cutting samples to the Bureau of Geology, Drawer 631, Tallahassee, as required by the Sanitary Code of Florida. The Bureau of Geology will furnish sample bags upon request.

PERMIT CONSTRUCT WATER SUPPLY WELL 6" Well

GRANTED TO: Mr. A. Gil No. 6602

Homestead Housing Authority - Geo. Steber, Esq., Director - 22225 S. Redwood Hwy.

WELL LOCATION: 22355 South Redwood Hwy., Homestead Date: \_\_\_\_\_

PURPOSE OR USE OF PROPOSED WELL: Special Dade Labor Camp

(NOTE: Permission is not hereby granted for actual use of the well until the date of the permit. No permit has been made of this proposed water well site by a duly authorized officer of the Division of Health and Sanitation, and Chapter 170C-1, WATER SUPPLIES, SECTIONS 170C-1.10-170C-1.14, INCLUSIVE, FLORIDA ADMINISTRATIVE CODE, THE SANITARY CODE OF FLORIDA.

Granted this 22nd day of April 1970

Issued by: William T. Souder, M.D.  
BUREAU OF SANITARY ENGINEERING  
ADMINISTRATOR, WATER SUPPLY SECTION  
DIRECTOR

This permit does not imply approval of sewage disposal or other facilities in the area to be supplied by the completed well.

In addition to the above provisions, compliance with the special items marked on the reverse of this sheet shall be required. Thank you for your cooperation.

Very truly yours,

J. B. Miller, P.E.  
Administrator, Water Supply Section  
Bureau of Sanitary Engineering

Florida State Board of Health

- 1. ( ) This permit is for the purpose of drilling a test or exploratory well, which, if the water proves to be acceptable, will serve as a source of raw water for a public water system.
- 2. ( ) A sketch of well location, pumping facilities and piping shall be furnished the local health department.
- 3. ( ) Engineering plans and related documents covering this well, pump and piping installation are required to be submitted to this office, in quadruplicate, for our review toward approval.
- 4. (X) The construction of the proposed well must be in compliance with the engineering plans and specifications approved by this agency under Serial No. # 39-19 dated 3-1-69
- 5. ( ) This well shall be drilled in accordance with the well field plan and specifications prepared by \_\_\_\_\_ and submitted to this agency.
- 6. (X) A complete chemical analysis on a sample of water from the completed well made by a reputable commercial laboratory specializing in that work shall be furnished this agency. This analysis shall indicate the content of the chemical compounds that usually comprise such reports and also shall include the following special determinations:
  - (X) a. Hydrogen Sulfide (H<sub>2</sub>S) (field test)      (X) b. Fluoride (F)
  - ( ) c. Other \_\_\_\_\_
- 7. ( ) Please advise this agency the name and mailing address of the water system that this well is to supply.
- 8. (X) Please request the county health department's assistance in obtaining the bacteriological clearance of the well.
- 9. ( ) Other \_\_\_\_\_

March 17, 1969

Dade County  
South Dade Labor Camp LC-8  
(Homestead Housing Authority) /128

WM

Mr. John S. Bristol  
John S. Bristol & Associates

Miami, Florida

Dear Mr. Bristol: **Improve to water supply & Distrib. Syst. Servis**  
*So. Dade Labor Camp, LC-8* **Mar 5, 1969**

This will acknowledge receipt of the above and related documents pertaining to improvements to water supply and distribution system serving South Dade Labor Camp LC-8, Homestead Housing Authority, Dade County, Florida.

Effective March 6, 1969 the above project plans and documents are approved under Serial No. 239-A.

This approval pertains only to the water utilities serving this development and is not to be construed as approval of the sewerage aspects. All concerned are reminded that approval must be obtained of both water and sewage facilities prior to construction.

Within the next few days, three sets of the approved materials will be returned to you. Thank you for your cooperation.

Very truly yours,

J. B. Miller, P.E.

FLORIDA STATE BOARD OF HEALTH  
JACKSONVILLE 1, FLORIDA

APPLICATION FOR APPROVAL OF PLANS &  
SPECIFICATIONS FOR PUBLIC WATER  
SUPPLY SYSTEM

Approval Date MAR 6 1955

This Space For Use By Approving Agency

Serial No. 239A

To the Florida State Board of Health:  
Homestead Housing Authority

The Homestead, Florida  
whose address is (Street and Number) (City)

authorized by law to act for the said

and to expend its funds for water supply and treatment works, herewith submit for the consideration of the State Board of Health, plans, specifications and other necessary data (including Form EWT-36) prepared by

John S. Bristol and Associates, Inc.

of 7200 Coral Way, Miami, Florida 33155

who is hereby authorized to represent the applicant in the engineering features of this project for the installation of a new water supply and distribution system

to serve Labor Camp #8 (South Dade)

located at

in/within the city of Homestead in the county of Dade State of Florida, as required by the regulations of the State Board of Health and herewith make application to the State Board of Health for the approval of this project.

These plans, specifications and related documents will be approved and accepted by Board when they have received the approval of the State Board of Health.

Upon construction, these facilities will be owned by Homestead Housing Authority and will be operated and maintained by same

This application is made under and in full accord with the provisions of Section 381.251-381.291, Inclusive, and 381.391, Inclusive, of the Florida Statutes. THE APPLICANT AGREES THAT NO CHANGES IN OR DEVIATION FROM THE PLANS AND SPECIFICATIONS APPROVED BY THE STATE BOARD OF HEALTH WILL BE MADE EXCEPT WITH THE CONSENT AND APPROVAL OF THE STATE BOARD OF HEALTH.

REMARKS: The existing 50,000 gallon elevated storage tank is the only element of the present system which will be incorporated into the proposed system.

Preparation of engineering documents certified by:

George Eicher, Chairman

Merrill Taub # 6534

Engineer/Registered Under Florida Statutes

These plans for the proposed improvements cited in the foregoing application are hereby approved under authority of Chapter 381, Sections 381.351-381.391, inclusive, and Section 381.391, Florida Statutes, with the following provisions:

- 1. Construction on this project must be commenced within one year from the date of this application; otherwise plans and specifications must be re-submitted for approval by this department.

### Information Regarding Proposed Water Works

Locality Labor Camp #8 - Homestead Housing Authority Date Dec. 18, 1968

Owner's mail Address Homestead, Florida

Information furnished by John S. Bristol & Assoc., Inc. Miami, Fla. Engineer designing works.

Estimated total cost of project \$ 66,000 Water Treatment \$ 21,000  
 Distribution \$ 45,000

A - GENERAL

1. Present Population (municipality, institution, etc.) max. 1200 (varies during year)
2. Design Population (additional served by this project) max. 1200  
 Equivalent to 343 residential services.
3. Estimated population to be connected: 5 years 1200 10 years 1200 20 years 1200
4. Present per capita consumption Unknown Per capita estimated future 50 GPD
5. Give any industrial users or abnormal demands None
6. Give characteristics present water (analysis attached if available) (hard, soft, colored, turbid, etc.) See analysis
7. Characteristics proposed water (analysis attached) New wells in same strata
8. Give source proposed water shallow wells
9. Give sources pollution None
10. Sewage Disposal Homestead Housing Authority
11. List treatment (softening, filtration, chlorination) chlorination
12. Purified water storage: Capacity present elevated 50,000 Ground 0  
 Capacity proposed elevated --- Ground ---  
 Static head relation pumping plant 95' to overflow

This approval is given with the understanding that upon the installation of such works, its operation shall be placed under the care of a competent person, whose qualifications are approved by the State Board of Health, and the operation shall be carried out according to best accepted practice and in accordance with the recommendations of the State Board of Health.

The official copies of plans and specifications accompanying this application have been sealed and stamped with the serial number as indicated below. Only such plans and specifications are included in this approval and any erasures, additions or alterations affecting the efficiency of operation or public health would have the value of the proposed improvements will make such approval null and void.

B - WELL SUPPLY

Existing Wells

| Numbers     | 1      | 2      |  |  |  |  |  |  |  |
|-------------|--------|--------|--|--|--|--|--|--|--|
| Sizes       | 6"     | 6"     |  |  |  |  |  |  |  |
| Depths      | 18'    | 18'    |  |  |  |  |  |  |  |
| Pump (Type) | Hor. C | Hor. C |  |  |  |  |  |  |  |
| Capacity    | 300gpm | 300gpm |  |  |  |  |  |  |  |

Proposed Wells

| Numbers     | 1      | 2      |  |  |  |  |  |  |  |
|-------------|--------|--------|--|--|--|--|--|--|--|
| Sizes       | 8"     | 6"     |  |  |  |  |  |  |  |
| Depths      | 20'    | 20'    |  |  |  |  |  |  |  |
| Pump (Type) | Hor. C | Hor. C |  |  |  |  |  |  |  |
| Capacity    | 500gpm | 200gpm |  |  |  |  |  |  |  |

Type construction Driven Casting Black steel pipe - Sch. 30

Give all geological data, including log of test wells or wells in vicinity (attach sheet)

3. Describe possible sources of contamination: None

C - SURFACE SUPPLIES

- Name of stream, lake, or pond \_\_\_\_\_
- Show by map watershed, towns or communities above intake, industrial plants, and in immediate vicinity, farm house, picnic grounds, abattoirs and other sources pollution, with distance from intake. Locate intake on map.
- Size of watershed in square miles \_\_\_\_\_ Est. min. dry-weather flow at intake \_\_\_\_\_
- Basis of min. dry-weather flow estimate \_\_\_\_\_
- Existing Raw Water Pumps \_\_\_\_\_ Proposed Raw Water Pumps \_\_\_\_\_

| Type          |  |  |  |  |  |
|---------------|--|--|--|--|--|
| Capacity      |  |  |  |  |  |
| Suction Hd.   |  |  |  |  |  |
| Discharge Hd. |  |  |  |  |  |

D - TREATMENT PLANT

1. Regulation of water to plant:

- Strainer and intake devices \_\_\_\_\_
- Number and size intake lines \_\_\_\_\_
- Difference elevation water level at intake and water level in conglutination basin or reservoir \_\_\_\_\_
- Emergency intake \_\_\_\_\_ Bypass of raw water \_\_\_\_\_
- Discharge lines to basin or reservoir \_\_\_\_\_

2. Aeration: Type \_\_\_\_\_ Max. des. rate \_\_\_\_\_ Detention \_\_\_\_\_

Orifices \_\_\_\_\_ Pans \_\_\_\_\_ Loss of Head \_\_\_\_\_

3. Mixing Chamber: Type \_\_\_\_\_ Capacity \_\_\_\_\_ Detention \_\_\_\_\_

Velocity (at maximum designed rate) \_\_\_\_\_ Per baffle \_\_\_\_\_  
 Allowable head: Total \_\_\_\_\_ Mechanical agitator: Size blade \_\_\_\_\_ Motor \_\_\_\_\_  
 Peripheral Speed \_\_\_\_\_ Bypass \_\_\_\_\_ Drainage \_\_\_\_\_

4. Coagulating basins: Type \_\_\_\_\_

- Capacity \_\_\_\_\_ Detention time maximum capacity plant \_\_\_\_\_  
 Velocity \_\_\_\_\_ Capacity each compartment \_\_\_\_\_
- Distribution flow: Inlet devices \_\_\_\_\_ Overflow \_\_\_\_\_  
 Outlet devices \_\_\_\_\_  
 Elevations: maximum \_\_\_\_\_ minimum \_\_\_\_\_ average \_\_\_\_\_
- Drainage \_\_\_\_\_
- Bypass \_\_\_\_\_

5. Suspended solids contact units:

| Process       | Capacity | Uplift rate | Detention Period | Overflow rate |
|---------------|----------|-------------|------------------|---------------|
| Softening     |          |             |                  |               |
| Clarification |          |             |                  |               |

Remarks: \_\_\_\_\_

6. Chemical dosing devices: Type \_\_\_\_\_
- a. Number machines \_\_\_\_\_ Feeding: Alum \_\_\_\_\_ Lime \_\_\_\_\_  
 Copperas \_\_\_\_\_ Activated carbon \_\_\_\_\_  
 Bicarbonation \_\_\_\_\_ Other \_\_\_\_\_
- b. Solution tanks \_\_\_\_\_
- c. Points of application \_\_\_\_\_
- d. Size and kind of piping \_\_\_\_\_

ION EXCHANGE UNITS

| No. Units (organic cation, etc.) | Type Exchanger | Material | Regenerant | Cap'y. each unit (grains per cu. ft.) | Size each Unit (cu. ft.) |
|----------------------------------|----------------|----------|------------|---------------------------------------|--------------------------|
|                                  |                |          |            |                                       |                          |
|                                  |                |          |            |                                       |                          |
|                                  |                |          |            |                                       |                          |
|                                  |                |          |            |                                       |                          |
|                                  |                |          |            |                                       |                          |

Remarks: \_\_\_\_\_

7. Filter Units:

- a. Type, material, number units \_\_\_\_\_  
 \_\_\_\_\_  
 Areas, dimensions, capacity each unit and for total plant \_\_\_\_\_  
 \_\_\_\_\_
- b. Wash troughs, number and shape \_\_\_\_\_  
 Dimensions and distance above sand (top trough and top sand) \_\_\_\_\_  
 \_\_\_\_\_ Max. travel suspended particles \_\_\_\_\_
- c. Filtering material:

Gravel: \_\_\_\_\_

| Material | Depth Layer Inches |    | Size in Inches |    |
|----------|--------------------|----|----------------|----|
|          | From               | To | From           | To |
|          |                    |    |                |    |
|          |                    |    |                |    |
|          |                    |    |                |    |
|          |                    |    |                |    |
|          |                    |    |                |    |
|          |                    |    |                |    |

Sand: \_\_\_\_\_  
 Depth of bed \_\_\_\_\_ Ins. Mean effective size \_\_\_\_\_ m. in.  
 Uniformity coefficient \_\_\_\_\_

- d. Filter bottom: Type \_\_\_\_\_  
 Ratio total area of perforations to sand area \_\_\_\_\_  
 Laterals: their size & spacing on manifold \_\_\_\_\_ on manifold \_\_\_\_\_  
 Perforations: size & spacing: on laterals \_\_\_\_\_  
 Ratio total area perforations to total x-sec. area of laterals \_\_\_\_\_  
 Manifold size & x-section area \_\_\_\_\_
- e. Washing facilities - Type and rate designed for \_\_\_\_\_  
 \_\_\_\_\_  
 Depth water on sand: maximum \_\_\_\_\_ minimum \_\_\_\_\_ average \_\_\_\_\_  
 Wash tank capacity \_\_\_\_\_ Number washings \_\_\_\_\_  
 Location, dimensions, overflow, drains \_\_\_\_\_  
 Elevation above top wash trough \_\_\_\_\_ Head at manifold \_\_\_\_\_
- f. Pipe gallery: Pipe connections \_\_\_\_\_ Main \_\_\_\_\_ Branch \_\_\_\_\_  
 Influent \_\_\_\_\_  
 Effluent \_\_\_\_\_  
 Wash \_\_\_\_\_  
 Sewer \_\_\_\_\_  
 Rewash \_\_\_\_\_  
 Type valve control \_\_\_\_\_ Drainage \_\_\_\_\_
- g. Appurtenances:
- Loss of head gauges \_\_\_\_\_  
 Rate controllers \_\_\_\_\_  
 Rate of flow gauges \_\_\_\_\_  
 Sample pumps \_\_\_\_\_  
 Operating table \_\_\_\_\_

h. Clear well: Location \_\_\_\_\_ Dimensions \_\_\_\_\_

Capacity \_\_\_\_\_

Location section and arrangement \_\_\_\_\_

i. Chlorination: Type Gas Capacity 0-20#/day

Location Pump House Point application Well pump discharge

j. Measuring devices: Raw water: Type \_\_\_\_\_

Capacity \_\_\_\_\_ Filtered water: Type 4" Propeller Meter

Capacity 400 GPM

k. Laboratory - Room and bench space \_\_\_\_\_

Scope of tests provided for Chlorine Residual, Chlorides, Iron

l. Bypass to plant \_\_\_\_\_

Emergency intake \_\_\_\_\_

m. Is plant designed for 24-hour operation or what portion Yes

n. List types & capacities of emergency well & service pumping units Standby engine on 360 GPM pump

E - SERVICE PUMPS & DISTRIBUTION

| Type          | Existing Service Pumps |           | Proposed Service Pumps |           |
|---------------|------------------------|-----------|------------------------|-----------|
|               | Capacity               | Hor. Cent | Capacity               | Hor. Cent |
| Suction Hd.   | - 5'                   | 150 GPM   | - 5'                   | 150 GPM   |
| Discharge Hd. | 105'                   | 105'      | 105'                   | 105'      |

Remarks: \_\_\_\_\_

2. DISTRIBUTION SYSTEM

Single or dual system Single Booster Pumps (give operating pressures and locations) \_\_\_\_\_

Interconnection with other system None cross connections \_\_\_\_\_

Min. size pipe 2" Residual pressure at peak load 30 psi

Is fire control provided in design? Yes

Describe demand conditions and necessity for flushing None

List lengths of new pipe lines 6" and larger. 6000' - 6"

Permanent Well located 150' NW of Test Well.  
 Pump tested Oct 1944 at 250 to 700 GPM rate of pumping. No Draw Down.  
 Well drilled Oct. 14<sup>th</sup> to 17<sup>th</sup> - 1941.

**ANALYSIS OF THE WATER FROM THE 9'-0" STRATUM**  
 Analysis by H.A. Swenson and J.E. Mykyjko  
 U.S. GEOLOGICAL SURVEY - MIAMI, FLORIDA

Analytical results in parts per million

|   |      |
|---|------|
| Iron (Fe)                                   | 0.04 |
| Calcium (Ca)                                | 74   |
| Magnesium (Mg)                              | 1.7  |
| Sodium and Potassium (Na+K)                 | 8.8  |
| Bicarbonate (HCO <sub>3</sub> )             | 227  |
| Sulphate (SO <sub>4</sub> )                 | 9.3  |
| Chloride (Cl)                               | 10   |
| Nitrate (NO <sub>3</sub> )                  | 1.1  |
| Sum of determined constituents              | 217  |
| Total Hardness as CaCO <sub>3</sub>         | 192  |
| Specific Conductance (K x 10 <sup>5</sup> ) | 39.9 |
| Color                                       | 5    |

Drill Contractor - The Duro Pump & Softener Co. - Miami.  
 Drilling, casing, Sealing, testing of well under the  
 direction of F.G. Morris - Compilation of data by F.G.M.

U.S. DEPARTMENT OF AGRICULTURE  
 FARM SECURITY ADMINISTRATION  
 OFFICE OF THE DISTRICT ENGINEER  
 DISTRICT II REGION V - NO. 10 - TROY, ALABAMA

PROJECT: RA-1-28 PLAN NO. 1738-5A

**DATA ON CONSTRUCTION OF TEST AND PERMANENT WELL**  
 SOUTH DAKOTA AGRICULTURAL WORKERS CAMP

DATE: 12-8

| FIELD WORKER                 | DATE       | SCALE      | SHEET      |
|------------------------------|------------|------------|------------|
| DRILLED BY: <u>W. J. ...</u> | <u>...</u> | <u>...</u> | <u>...</u> |
| DRAWN BY: <u>...</u>         | <u>...</u> | <u>...</u> | <u>...</u> |
| APPROVED:                    | DATE:      |            |            |

DISTRICT ENGINEER

DADE COUNTY DEPARTMENT OF PUBLIC HEALTH,  
Miami, Fla., February 28, 1973.

Memorandum to: Mr. R. Ray Goode, County Manager, Metro Dade County.  
From: Milton S. Saslaw, M.D., H. Director, Dade County Department of Public Health.

Subject: Typhoid Fever.

Three cases of typhoid fever have been verified, one on January 15, 1973 and two on February 26, 1973. Additionally, approximately twenty cases are being studied; they are suspect.

Unfortunately, typhoid fever takes 2-8 weeks to develop after exposure to the bacillus that causes this disease. In other words, those whose who are becoming ill now, were exposed several weeks ago.

All the cases and almost all the suspects live at the South Dade Labor Camp. This camp houses up to 2000 people; at present there are about 1400 residents. December 27, 1972, the water supply was found to be unsafe for human use. We had several previous episodes of similar "unsafe" water reports. Since that time, however, adequate chlorination should have controlled any typhoid spread. We suspect that some breaks in technique may have occurred about February 10, 1973, which may account for the present outbreak.

We are pursuing every approach to the problem. We believe we have the situation under control, but we cannot estimate how many people may become ill in the next few days.

Immunization against typhoid fever has been considered. This mechanism is no longer advised by the U.S. Public Health Service for a variety of reasons, chiefly because of the long delay before people develop immunity.

We have discussed the problem with the Florida State Division of Health Epidemiologist and with the physician-in-charge of enteric diseases (including typhoid fever) at the U.S. Public Health Service Center For Disease Control. We have their complete approval of our methods of approach to the current situation. They are also willing and ready to assist us with additional personnel if this should become necessary.

MARCH 2, 1973.

To: Mr. R. Ray Goode, County Manager, Metro Dade County.  
From: Milton S. Saslaw, M.D., M.P.H., Director.

Subject: Typhoid Fever, 3-2-73; 8:00 a.m.

1. Eight proven cases of typhoid fever have been identified since January 1, 1973. An additional four are highly suspect. All live at South Dade Labor Camp.

2. About 35 additional suspects are at various hospitals (Jackson Memorial, Variety Childrens, James Archer Smith, Larkin General) and about 40 others are at the Camp and exhibiting illness compatible with typhoid fever.

3. Since October 1972, a variety of enteric illnesses have been observed at this camp—hepatitis, shigellosis, and other forms of salmonellosis.

4. On December 29, 1972, water samples taken from the camp well were unsafe for human use. This contamination was observed occasionally previously. In the December 29th incident, the chlorine supply was found to be exhausted, so that the water available to the residents was unsafe.

5. The water was checked on February 8 and February 27, 1973. On both these occasions the water supply was highly chlorinated and very safe. However, we were told by several different residents that the water supply had been shut off repeatedly during the previous couple of weeks, and that when it was started up again, it smelled like sewage.

6. Investigation of food habits has failed to reveal any suggestive source of contamination.

7. Study of the water and sewer lines at the Camp is in progress. As yet, we have no definitive point of contamination.

8. We have communicated with Dr. Ralph Hogan, State Division of Health Epidemiologist. He has agreed with all our plans.

9. We have communicated with the U.S. Public Health Service's Center for Disease Control (Atlanta), Mr. Robert Pollard, Statistician, and Dr. William Baine, physician knowledgeable in Salmonella disease, from their staff, are now in Miami working with us.

10. Immunization is not advised because the vaccine is considered ineffective, because it is too late to help the present situation, and because it might obscure diagnosing the suspect cases.

11. At 12:45 p.m., we received word of a very probable contamination of the water supply.

WATER SUPPLIES CHAPTER 10D-4

RULES

STATE OF FLORIDA

DEPARTMENT OF HEALTH AND

REHABILITATIVE SERVICES

DIVISION OF HEALTH

CHAPTER 10D-4

WATER SUPPLIES

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- 10D-4-15 Potable water in places serving the public.
- 10D-4-01 Definitions.
- (1) "Public Water Supply System" — a system serving more than twenty-five persons or otherwise making water available to public groupings or the public in general, including works and auxiliaries for collection, treatment, storage, and distribution of water from a source or sources of supply to the fire-hosing outlet of the ultimate consumer.
- (2) "Potable Water" — water satisfactory for drinking, culinary and domestic purposes meeting the quality standards of the Division of Health, Department of Health and Rehabilitative Services.
- (3) "Adequate protection by natural means" is taken to mean one or more of the following processes of nature that produces water consistently meeting the requirements of the Standards in Section 10D-4-03, dilution, storage, sedimentation, sunlight action, and the associated physical and biological processes which tend to accomplish natural purification in surface waters and in the case of ground waters, the natural purification of water by infiltration through soil and percolation through underlying material and storage below the ground water table, as may be approved by the Division of Health.
- (4) "Adequate protection by treatment" — any one or any combination of the controlled processes of coagulation, sedimentation, absorption, filtration, disinfection, or other processes which produce a water consistently meeting the requirements of the
- Standards in Section 10D-4-03 including processes which are appropriate to the source of supply; works which are of adequate capacity to meet maximum demands without creating health hazards, and which are located, designed, and constructed to eliminate or prevent pollution; and conscientious operation by well-trained and competent personnel whose qualifications are commensurate with the responsibilities of the position and acceptable to the Division of Health.
- (5) "The coliform group" — includes all organisms considered in the coliform group as set forth in Standard Methods for the Examination of Water and Waste Water, current edition, prepared and published jointly by the American Public Health Association, American Water Works Association, and Water Pollution Control Federation.
- (6) "Health hazards" — any conditions, devices, or practices in a water supply system or its operation which create a possible danger to the health and well-being of the water consumer. (An example of a health hazard is a structural defect in the water supply system, whether of location, design, or construction, which may regularly or occasionally prevent satisfactory purification of the water supply or cause it to be polluted from extraneous sources.)
- (7) "Pollution" — the presence of any foreign substance (organic, inorganic, radiological, or biological) in water which tends to degrade its quality so as to constitute a hazard or impair the usefulness of the water.
- (8) "The standard sample" is taken to mean that for the bacteriological test it shall consist of:
- (a) For the bacteriological fermentation tube test five (5) standard portions of either:
1. Ten milliliters (10 ml)
  2. One hundred milliliters (100 ml)
- (b) For the membrane filter technique, not less than fifty milliliters (50 ml).
- (9) "Cross-connection" — any physical connection or arrangement between two otherwise separate piping systems, one of which contains or is designed to contain potable water and the other water or other fluid or material of unknown or questionable safety, whereby water or other fluid or material may flow from one system to the other, the direction of flow depending on the pressure or temperature differential between the two systems.
- (10) "Well" — any artificial opening in the ground designed to conduct water from a source bed to the surface, by pumping or natural flow, when water from such well is used or is to be used for a public water supply system.
- (11) "Source bed" — the stratum or strata



from which water is drawn in the well.

(12) "Casing" - the tubular casing which is installed to shut off or exclude a stratum or strata other than the source bed and conduct water from such source bed to the surface.

(13) "Annular space" - the space between two casings or between the outer casing and the wall of the well bore.

(14) "Individual water supply" - a well or other source of water, and pump and piping if any, located on the premises served for supplying only a single home or a family.  
General Authority: 381.031(1)(a)(2) FS. Law Implemented: 381.261 FS.

10D-4.02 Water supply - general.

(1) As to source, and protection of water supply for human consumption, household purposes, or otherwise made accessible to the public for drinking and culinary purposes, the water should be obtained from the most desirable source which is feasible, and effort should be made to prevent or control pollution of the source. If the source is not adequately protected by natural means as approved by the Division of Health the supply shall be adequately protected by treatment.

(2) Frequent sanitary surveys shall be made of water supply systems to locate and identify health hazards which might exist in a system. The manner and frequency of making these surveys and the rate at which discovered health hazards are to be removed shall be determined by the Division of Health.

(3) Approval of water supplies shall be dependent on part upon:

(a) Owner's program for protective measures to protect and prevent development of health hazards to the water supply.

(b) Protective measures for water quality throughout all parts of the system by frequent surveys prior to operation by certified personnel or some qualified by the Division of Health.

(c) Adequate system capacity to meet peak demands without development of low pressures or other health hazards.

(d) Records of laboratory examinations showing consistent compliance with the water quality requirements of Section 10D-4.03.

(4) As a basis of decision in appraising a public water supply system, the details of it will be reviewed in the light of modern sanitary engineering practices

and reference may be made to applicable parts of "Manual of Recommended Water Sanitation Practice" (Public Health Bulletin No. 296, 1946, U.S. Public Health Service, Washington, D. C.) or "Water Treatment Plant Design" (Manual of Engineering Practice No. 19, American Society of Civil Engineers, New York, N. Y.) or "A Report of Committee of the Great Lakes-Upper Mississippi River Board of State Sanitary Engineers on Policies for the Review and Approval of Plans and Specifications for Public Water Supplies" (Bulletin 42, New York State Department of Health, Albany, N. Y.) or Manual of Water Quality and Treatment, American Water Works Association, New York, N. Y., or Journals and Standards of American Water Works Association, New York, N. Y., or other similar treatises and works in addition to those specifically mentioned elsewhere in this chapter.

(5) An individual water supply is not considered to come under the regulations pertaining to a public water supply system. Provided, that nothing herein shall be construed to prohibit the Division advising and consulting with the owner of an individual water supply as to its source, purification and sanitation.

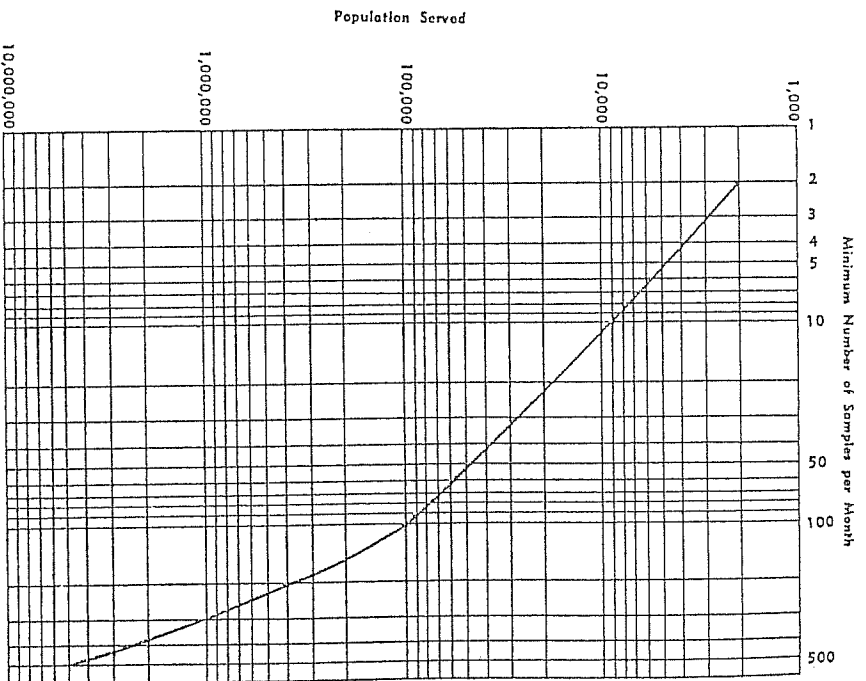
General Authority: 381.031(1)(a)(2) FS. Law Implemented: 381.261 FS.

10D-4.03 Potable water - standards. The following standards are hereby promulgated:

(1) Bacteriological quality - sampling. Compliance with the bacteriological requirements of these standards shall be based on examinations of samples collected at representative points throughout the distribution system. The frequency of sampling and the location of sampling points shall be established by the Division after investigation of the source, method of treatment, and protection of the water concerned.

(2) The minimum number of samples to be collected from the distribution system and examined each month should be in accordance with the number on the graph in this section, for the population served by the system.

For the purpose of uniformity and simplicity in application, the number determined from the graph shall be in accordance with the following: or a population of 25,000 and under - to the nearest 1, 25,001 to 100,000 - to the nearest 5, and over 100,000 - to the nearest 10.



Relation between minimum number of samples to be collected per month and population served.

(3) In determining the number of monthly samples examined, the following samples may be included, provided all results are assembled and available for inspection and laboratory methods and technical competence of laboratory personnel are approved by the Division of Health.

(a) Samples examined by the Division of Health.

(b) Samples examined by local government laboratories.

(c) Samples examined by the water works authority.

(4) Laboratories in which water examinations are made for required reports shall be subject to

inspection at any time by the Division of Health and may be tested or examined on methods used.

(5) Daily samples collected following a bacteriological unsatisfactory sample as provided in Sections (5), (7) and (8) of these standards shall be considered as special samples and not included in monthly total of samples examined. Special samples shall not be used as a basis for prohibiting the supply provided that:

(a) When waters of unknown quality are being examined, simultaneous tests are made on multiple portions of a geometric series to determine a definitive coliform content.

(b) Immediate and active efforts are made to

be the cause of pollution.

(c) Immediate action is taken to eliminate the cause.

(d) Samples taken following such remedial action are satisfactory.

(6) For each limits - The presence of organisms of the coliform group as indicated by samples examined shall not exceed the following limits:

(a) When 10 ml standard portions are examined, not more than 10 percent in any month shall show the presence of the coliform group. The presence of the coliform group in three or more 10 ml portions of a standard sample shall not be allowable if this occurs:

- 1. In two consecutive samples;
- 2. In more than one sample per month when less than 20 are examined per month; or
- 3. In more than five percent of the samples when 20 or more are examined per month.

When organisms of the coliform group occur in three or more of the 10 ml portions of a single standard sample, daily samples from the same sampling point shall be collected promptly and examined until the results obtained from at least two consecutive samples show the water to be of satisfactory quality.

(b) When 100 ml standard portions are examined, not more than 60 percent in any month shall show the presence of the coliform group. The presence of the coliform group in all five of the 100 ml portions of a standard sample shall not be allowable if this occurs:

- 1. In two consecutive samples;
- 2. In more than one sample per month when less than five are examined per month; or
- 3. In more than 20 percent of the samples when five or more are examined per month.

When organisms of the coliform group occur in all five of the 100 ml portions of a single standard sample, daily samples from the same sampling point shall be collected promptly and examined until the results obtained from at least two consecutive samples show the water to be of satisfactory quality.

(c) When the membrane filter technique is used, the arithmetic mean coliform density of all standard samples examined per month shall not exceed one per 100 ml Coliform colonies per standard sample shall not exceed 3/50 ml, 4/100 ml, 7/200 ml, or 13/500 ml in:

- 1. Two consecutive samples;
- 2. More than one standard sample when less than 20 are examined per month; or
- 3. More than five percent of the standard samples when 20 or more are examined per month.

When coliform colonies in a single standard sample exceed the above values, daily samples from the same sampling point shall be collected promptly and examined until the results obtained from at least two consecutive samples show the water to be of satisfactory quality.

(7) Physical characteristics - sampling. The frequency and manner of sampling shall be determined by the Division of Health. Under normal circumstances the Division of Health may require that samples be collected one or more times per week from representative points in the distribution system and examined for turbidity, color, threshold odor, and taste.

(8) Physical limits - The water shall contain no impurity which would cause offense to the sense of sight, taste, or smell. Under general use, the following limits shall not be exceeded:

- Turbidity - 5 units.
- Color - 15 units.
- Threshold odor number - 3.

(9) Chemical characteristics - sampling. The frequency and manner of sampling shall be determined by the Division of Health. Under normal circumstances, analyses for substances listed below need be made only semiannually. If, however, there is some presumption of impurities because of the presence of undesirable elements, compounds, or materials, periodic determinations for the suspected toxic or material shall be made more frequently and an exhaustive sanitary survey shall be made to determine the source of the pollution. Where the concentration of a substance is not expected to increase in processing and distribution, available and acceptable source water analyses performed in accordance with standard methods may be used as evidence of compliance with these standards.

(10) Where experience, examination, and available evidence indicate that particular substances are consistently absent from a water supply or below levels of concern, semiannual examinations for those substances may be omitted when approved by the Division of Health. Further, the analytical determinations may be reduced in certain cases by using data from sources acceptable to the Division of Health.

(11) Chemical limits - The water shall not contain impurities in concentrations which may be hazardous to the health of the consumers. It should not be excessively corrosive to the water supply system. Substances used in its treatment shall not remain in the water in concentrations greater than required by good practice. Substances which may have deleterious physiological effects, or for which physiological effects are not known, shall not be introduced into the system in a manner which would permit them to reach the consumer.

(12) The following chemical substances should not be present in a water supply in excess of the listed concentrations where, in the judgment of the Division of Health, other more suitable supplies are or can be made available.

| Substance                       | Concentration in mg/l |
|---------------------------------|-----------------------|
| Alkali Benzen Sulfonate (ABS)   | 0.5                   |
| Arsenic (As)                    | 0.01                  |
| Chloride (Cl)                   | 250                   |
| Copper (Cu)                     | 1.0                   |
| Carbon Chloroform Extract (CCE) | 0.2                   |
| Cyanide (CN)                    | 0.01                  |
| Fluoride (F)                    | (*)                   |
| Iron (Fe)                       | 0.3                   |
| Manganese (Mn)                  | 0.05                  |
| Nitrate (NO <sub>3</sub> )      | 45                    |
| Phenols                         | 0.001                 |
| Sulfate (SO <sub>4</sub> )      | 250                   |
| Total Dissolved Solids          | 500                   |
| Zinc (Zn)                       | 5                     |

\*See 10D-4.03 (14).  
In areas in which the listed concentration of water is known to be in excess of the listed concentration, the public should be advised of the potential dangers of using the water for infant feeding.

(13) The presence of the following substances in excess of the concentrations listed shall constitute grounds for rejection of the supply:

| Substance                      | Concentration in mg/l |
|--------------------------------|-----------------------|
| Arsenic (As)                   | 0.05                  |
| Barium (Ba)                    | 1.0                   |
| Cadmium (Cd)                   | 0.01                  |
| Chromium (Hexavalent) (Cr + 6) | 0.05                  |
| Cyanide (CN)                   | 0.2                   |
| Fluoride (F)                   | (*)                   |
| Lead (Pb)                      | 0.05                  |
| Selenium (Se)                  | 0.01                  |
| Silver (Ag)                    | 0.05                  |

\*See 10D-4.03 (14).

(14) When fluoride is naturally present in drinking water, the concentration should not average more than the appropriate upper limit in the tabulation in this section. Presence of fluoride in average concentrations greater than two times the optimum values in the tabulation in this section shall constitute grounds for rejection of the supply.

(b) Where fluoridation program (supplementation of fluoride in drinking water) is practiced, the average fluoride concentration shall be kept within the upper and lower control limits according to the following table:

| Annual average of maximum daily air temperatures, degrees Fahrenheit* | Control Limits |         |       |
|---|----------------|---------|-------|
|   | Lower          | Optimum | Upper |
| 68.9-70.6   | 0.7            | 0.9     | 1.2   |
| 70.7-79.2   | 0.7            | 0.8     | 1.0   |
| 79.3-90.5   | 0.6            | 0.7     | 0.8   |

\*Based on temperature data obtained for a minimum of five years.

(c) In addition to the sampling required by paragraph (9) of this section, fluoridated and defluoridated supplies shall be sampled with sufficient frequency to determine that the desired fluoride concentration is maintained.

(15) Radioactivity - sampling. The frequency of sampling and analysis for radioactivity shall be determined by the board after consideration of the likelihood of significant amounts being present. Where concentrations of Ra-226 or Sr-90 may vary considerably, quarterly samples composed over a period of three months may be required. Samples for determination of gross activity may be required to be taken and analyzed more frequently. As indicated in 10D-4.03 (10), data from acceptable sources may be used to indicate compliance with these requirements.

(16) Radioactivity limits - The effects of human radiation exposure are viewed as harmful and any unnecessary exposure to ionizing radiation should be avoided. Approval of water supplies containing radioactive materials shall be based upon the judgment that the radioactivity intake from such water supplies when added to that from all other sources is not likely to result in an intake greater than

the radiation protection guidance recommended by the Federal Radiation Council and approved by the President. It is recommended that routine control of useful applications of radiation and atomic energy should be such that expected average exposures of suitable samples of an exposed population group will not exceed the upper value of Range II (20 uci/day of Radium-226 and 200 uci/day of Strontium-90). Water supplies shall be approved without further consideration of other sources of radioactivity intake of Radium-226 and Strontium-90 when the water contains these substances in amounts not exceeding 3 and 10 uci/liter, respectively. When these concentrations are exceeded, a water supply shall be approved by the Division of Health if surveillance of total intakes of radioactivity from all sources indicates that such intakes are within the limits recommended by the Federal Radiation Council for control action.

(17) In absence of Strontium-90 and alpha emitters, the water supply is acceptable when the gross beta concentrations do not exceed 1,000 uci/liter. Provided, absence is taken here to mean a negligibly small fraction of the above specific limits, where the limit for unidentified alpha emitters is taken as the listed limit for Radium-226. Gross beta concentrations in excess of 1,000 uci/liter shall be grounds for rejection of supply except when more complete analyses indicate that concentrations of nuclides are not likely to cause exposures greater than the Radiation Protection Guides as approved by the President on recommendation of the Federal Radiation Council.

(18) Analytical methods. Analytical methods to determine compliance with the requirements of these standards shall be those specified in Standard Methods for the Examination of Water and Wastewater. Am. Pub. Health Assoc., current edition and those specified as follows:

- (a) Barium: Methods for the Collection and Analyses of Water Samples, Water Supply Paper No. 1454, Rainwater, F. H. & Thatcher, L. L., U. S. Geological Survey, Washington, D. C.
- (b) Carbon Chloroform Extract (CCE): Manual for Recovery and Identification of Organic Chemicals in Water, Middleton, F. M., Rosen, A. A., and Burtisshell, R. M., Robert A. Taft Sanitary Engineering Center, PHS, Cincinnati, Ohio.
- (c) Radioactivity: Laboratory Manual of Methodology - Radionuclide Analyses of Environmental Samples, Technical Report R39-6, Robert A. Taft Sanitary Engineering Center, PHS, Cincinnati, Ohio, and Methods of Radiochemical Analysis, Technical Report No. 173, Report of the Joint WHO-FAO Committee, 1959, World Health Organization.
- (d) Selenium: Suggested Modified Method of Colorimetric Determination of Selenium in Natural Water, Magrin, G. B., Thatcher, L. L., Reith, S., and Levine, H., J. Am. Water Works Assoc. 52, 1199 (1960).

(e) Organisms of the coliform group: All of the details of techniques in the determination of bacteria of this group, including the selection and preparation of apparatus and media, the collection and handling of samples and the intervals and conditions of storage allowable between collection and examination of the water sample, shall be in accordance with Standard

Methods for the Examination of Water and Wastewater, current edition, and the procedures shall be those specified therein for:

- 1. The Membrane Filter Technique Standard Test,
- 2. The Completed Test, Procedure with brilliant green lactose bile broth, provided that the Confirmed Test is allowed, provided the value of this test to determine the sanitary quality of the specific water supply being examined is established beyond reasonable doubt by comparisons with Completed Tests performed on the same water supply; or
- 4. The Confirmed Test, procedure with Endo or eosin methylene blue agar plates. General Authority 381.031(1)(a)3 FS. Law Implemented 381.221 FS.

10D-4.04 Public water supply systems — approval. No person, persons, firm, corporation, company, institution, municipality, or community shall install, extend, or alter any public water supply system without first having received written approval from the Division of Health. Approval shall be voided if proposed construction covered thereby is not commenced within one year of date of approval. However, at the Division of Health's discretion the project may be re-approved upon written application to the Division of Health.

10D-4.05 Public water supply systems — applications. Upon request, the Division of Health shall provide application forms necessary for Division of Health approval of water supply systems. All applications shall be submitted in quadruplicate and shall contain the following information:

- (1) Certificate that the plans for the project have been approved by the governing body of the applicant (city commissioners, corporation, board, etc.)
- (2) Comprehensive engineer's report describing the project, basis of design, including design data and such pertinent data to give an accurate understanding of work to be undertaken and reasons therefor.

(3) Prints of drawings of the work project which contain sufficient detail to clearly apprise the Division of Health of the work to be undertaken. All prints shall be minimum 18 x 24 inch size, and a maximum size of 36 x 42 inches, and the scale of details contained shall be satisfactory for microfilm reproduction. (Reduced size photographic reproduction of drawings for submission may be authorized.)

(4) Complete specifications of the project necessary to supplement prints submitted.

(5) Such additional data as may be requested by the Division of Health after initial application for purposes of clarification, anticipated use, or to support any changes in the scope of the project, actual or anticipated.

(6) All drawings, specifications and data required with the application shall be prepared by an engineer or engineers licensed in the state under the provisions of Chapter 471, FS, and shall fulfill the requirements of Section 471.30, FS.

(7) To provide better coordination and more rapid handling of applications relating to public water supply systems, an additional set of documents shall

be furnished to local health authorities. Projects covered are those normally processed through the central office of the Division of Health exclusive of those for incorporated municipalities, districts, governmental institutions, and include facilities for such as trailer parks, subdivisions, schools and others of similar nature.

(9) The additional set of documents for projects in counties having sanitary engineers assigned to health departments shall be transmitted directly to such health departments. For all other counties the additional set of documents shall be forwarded to the Division of Health for further distribution to applicable local county health departments.

(b) Local county health departments will review and report to the Division of Health only on such aspects as facility location or local restrictions. Only county health departments with staff sanitary engineers may comment on technical details of design features and operation. If local circumstances necessitate delay of more than five (5) days after receipt of documents by local county health department, the Division of Health shall be notified. If the health department within ten (10) days of date of transmittal, it shall be presumed local authorities have no comments and documents shall be processed with due speed.

General Authority 381.031(1)(a)3 FS. Law Implemented 381.271 FS.

10D-4.06 Public water supply system plans — alterations. Upon approval of the Division of Health, a complete set of the approved plans, specifications, application, and other data shall be returned to the applicant. Provided, the Division of Health may in its discretion return such complete set of approved plans and related material to the registered professional engineer authorized to represent the applicant. Any and all construction, alteration or extension of public water supply systems shall be in accordance with such Division approved plans. Provided, appropriate changes in a specific project may be made only on prior written approval and consent of the Division.

General Authority 381.031(1)(a)3 FS. Law Implemented 381.271 FS.

10D-4.07 Public water supply systems — cleaning & disinfection. No person, board, or municipality charged with the management or control of a public water supply, shall put into service any new plant, pumping station, main, standpipe, reservoir, tank, or other pipe or structure through which water is delivered to consumers for potable or household purposes, nor resume the use of any such structure, facilities, or main after it has been cleaned, until such structure, facilities or main has been effectively sterilized or disinfected. Provided, that this may not necessarily apply to mains, reservoirs, tanks, or other structures, the waters from which are subsequently treated or purified.

General Authority 381.031(1)(a)3 FS. Law Implemented 381.251(1)(b)9 FS.

10D-4.08 Public water supply systems — operation.

(1) Operation of works according to approved plans — Upon construction of the water works, the owner or person responsible for its operation shall keep in service all items designed for the purification of the water supply, or its protection from pollution,

to perform adequately the function for which such water designed.

(2) Water works under competent supervision shall provide responsible personnel for the operation of the water works, who shall have had experience in such work, and a knowledge of the basic scientific principles relating to the purification and proper protection of the water supply. At the discretion of the Division, certification of operator or operators of a specific public water supply system in appropriate grade or class under the voluntary certification plan incorporated in the constitution and by-laws of the Florida Water and Sewage Works Operators Association, may be deemed to have satisfied the requirements of this paragraph. Also at its discretion the Division may use as a guide in determining compliance with requirements of this paragraph, the program of voluntary certification for water works operators as prepared by the joint committee on operator certification and training of the American Water Works Association, the Conference of State Sanitary Engineers and the Water Pollution Control Federation.

(3) Water samples for laboratory test — The person responsible for the operation of all public water works shall submit to the Laboratory of the Division of Health such samples of the water, in such manner, and at such time, as stipulated in Section 10D-4.03, or as he may otherwise be directed by the Division. Each water supply owner shall at his own expense provide for the purpose a shipping container for samples, according to specifications obtainable upon request from the board, so that samples may be used for shipping to the Laboratory.

(4) Bacteriological, chemical and physical quality — Public water supply systems relying only on protection by natural means or utilizing treatment facilities shall be operated at all times in a manner to produce water meeting requirements stipulated in Section 10D-4.03.

(5) Abnormal occurrences to be reported — No new source of water supply shall be introduced into the system, and no purification process or protective provision be altered or discontinued, except where the water works operator notifies the Division of Health and secures written approval therefrom. In case of a breakdown in purification or protective works occurring, or where any suspicious circumstances or abnormal taste or odor occurs in connection with a public water supply, it shall be the duty of the person responsible for the operation of the works to notify immediately the Division by wire or telephone. Provided, however, that where there is an approved local health organization the local health officer shall be notified, and it shall be his duty to notify the Division of Health.

(6) Chlorine disinfection required — All public water supplies shall be equipped with the necessary apparatus and shall apply continuously to the water residual in all parts of the system. Provided, however, that this requirement may be waived by the Division of Health, in the case of deep-seated well supplies, whose adequate protection has been assumed and laboratory tests confirm the safe character of the water.

(7) Water plant records to be furnished

Division of Health — The person in responsible charge of a public water system shall record such operating data and tests on forms and in a manner as prescribed by the Division of Health, and shall transmit such records to the Division of Health as it may specify.

(8) Fluoridation — Inasmuch as present experimental evidence indicates that artificial fluoridation of public water supplies, under adequate supervisory control, will result in a significant reduction in tooth decay among children in communities utilizing this water treatment process, and so far no harmful effects from this treatment have been demonstrated, the Division feels justified in approving the application of fluoride to public water supplies deficient in this element, under controlled conditions, provided the following requirements shall be complied with:

- (a) Prior to placing treatment in effect which involves applying sodium fluoride or similar compounds to a public water supply, the following shall be accomplished:
  - 1. An expression in writing from the appropriate city official to the Division of Health requesting permission to apply fluorides to the local water supply under supervision of the Division of Health; compliance with Sections 10D-4.04, 4.05, and 4.06.
  - 2. Approval in writing for fluoridation from local medical society; local dental society; local board of health; local health department; submission of copies of these written approvals to the Division of Health.

3. Passage of an ordinance by the city governing body directing the water department to provide the means and to proceed with the introduction of fluoride to the water supply as directed by the Division of Health.

4. The municipality provide a qualified technician to personally supervise this treatment process and whose qualifications are approved by the Division of Health. (This technician must possess an unrevoked Class "B" water works operator's certificate as issued under the certification plan of the Florida Water and Sewage Works Operators Association. A water plant operator not already holding a Class "B" water works operator's certificate issued under the certification plan of the Florida Water and Sewage Works Operators Association, or its approved equivalent as issued under some other state certification plan, must obtain a Class "B" water works operator's certificate under said certification plan before he (or she) will be approved by the Division as the operator-in-charge of fluoridation treatment.)

(b) Fluoride content (as F) shall be maintained in accord with Section 10D-4.03(14)(b).

(c) Water sampling including special samples in compliance with Section 10D-4.03(14)(c).

(d) Complete records and special reports in compliance with Section 10D-4.08(7).

General Authority 381.031(1)(a)3 FS. Law Implemented 381.251 FS.

10D-4.09 Public water supply systems — cross-connections & use of dual supplies.

(1) Certain cross-connections, municipally or other officers board, corporation, municipality or other supply shall permit any physical connection between

The distribution system of such supply and that of any other water supply unless such other supply is regularly examined as to its quality by those in charge of the public supply to which the connection is made and is also found to be safe and potable. This provision shall apply to all water distribution systems either made or outside of any building or buildings.

(2) Permissible arrangement where dual supplies are used — If a potable water supply is used as an auxiliary supply delivered to an elevated tank, or to a suction tank, which tank is also supplied with water from a source with which cross-connections are not permitted by Section 10D-4.03(1), such tank shall be opened to atmospheric pressure and the elevation above the high water line of the tank, probable water supply shall be discharged at an elevation above the high water line of the tank.

381.261 FS. Law Implemented

10D-4.10 Water supply wells — drilling permit, application. No water supply well shall be constructed or used until a written permit from the Division of Health has first been received by the owner and driller of the well.

(1) Application for permit — Before commencing the construction of a water supply well, it shall be the responsibility of the well drilling contractor to make application and obtain permit so to do from the Division of Health. Form for application for permit shall be obtainable from the Division of Health upon request. The application shall be signed by the driller of the proposed well and also by the person, municipal or public utility official, corporation president, or other owner of the proposed well.

(2) Data to be submitted with application — The application shall furnish and be accompanied by the following data:

- (a) Type of construction, casing material proposed depth and diameter, proposed type of casing seal, required yield, and nature of place to be supplied by the well.
  - (b) A plot showing the location of the proposed well relative to existing physical features. The location of known possible sources of contamination must be shown.
  - (c) Additional data as may be required by the Division of Health.
- General Authority 381.031(1)(b) FS. Law Implemented 381.261, 381.271 FS.

10D-4.11 Water supply wells — location, construction. The details of location and construction of a water supply well shall include the following:

- (1) Terrain — Well sites shall be on ground not subject to ponding or flooding. In general, the slope of the ground surface in the vicinity of the well sites shall be away from well, if practical. For level areas, well-tamped or puddled earth shall be placed around the well so as to elevate the platform or apron.

(2) Sanitary hazards — As far as is practical, when the direction of ground water slope or movement is known, wells shall be located on the far from these sources as practical. A 100-foot separation distance between the well and sanitary hazards, such as sanitary sewers, septic tanks and sewage or waste water disposal areas, is considered minimum precaution.

(3) Access — Every well shall be accessible for

such attention as may be necessary.

- (4) Casing.
    - (a) In wells in which the casing is driven it shall be of the type known as drive pipe, and shall be equipped with couplings allowing for built joints between lengths of casing. For wells in which the casing is not driven "merchant casing," standard pipe or pipe especially constructed for gravel well walls will be acceptable. Any other pipe proposed shall be approved by the Division of Health.
    - (b) Where telescoped casing is utilized, an approved waterproof seal shall be made where increases or reductions occur in casing size. If proper seals are not made, the inner casing should extend the entire cased depth.
    - (c) Where water is obtained from limestones strata, casing must extend sufficiently far into unbroken limestone to be seated firmly in it and sealed with cement grout by an approved method.
    - (d) Wells drilled by the rotary method shall have the annular space sealed by the use of a neat cement grout at the bottom of the hole and to the surface by neat cement, clay or other approved material.
    - (e) The top of the casing shall be so constructed as to exclude any influent.
  - (5) Previous to plating pumps, wells under construction shall be protected at all times so as to prevent entrance of contaminating material.
  - (6) Pump pits — Where a pump pit is planned, it must be provided with a sump pump or other means for keeping the pit completely drained at all times. At the discretion of the Division of Health, two sump pumps may be required to guard against flooding in the event that one pump may fail.
  - (7) Housing of well pump — Both well and pump shall be protected by a housing of adequate size having an impervious floor and weatherproof walls and roof. Provided, completely weatherproof submersible installations need only be protected from tampering and vandalism.
  - (8) Well vent — Where provided, well vents shall be adequately protected.
  - (9) Sampling tap — A conveniently accessible, down-opening sampling tap shall be provided on the discharge side of each well pump, so that samples of raw water may be obtained from the well.
  - (10) Air supply in art-lift wells — If water from art-lift wells is not treated subsequently, the air supply utilized shall be protected from contaminating influences by an approved method.
  - (11) Dynamiting of wells — The use of dynamite or other explosives is hereby prohibited.
  - (12) Infiltration galleries, etc. Dug wells, infiltration galleries and other such sources of water hereby requiring rearrangement of natural features are unless water is treated in a manner approved by the Division of Health.
- General Authority 381.031(1)(b) FS. Law Implemented 381.261 FS.

10D-4.12 Water supply wells — cleanup and disinfection, use. The following procedure shall be followed as to cleaning and disinfection of water supply wells:

(1) Disinfection — Every well shall be equipped with an opening which will allow introduction of

disinfection agents and measurement of static water level, drawdown, or artesian pressure. Before a new well, or one suspected to be polluted, or one which has been repaired, is placed in use, it shall be pumped clean, and it shall then be disinfected in accordance with a method approved by the Division of Health and again pumped clear to remove disinfecting agent. Samples of raw water from the well must be submitted to the Bureau of Laboratories of the Division of Health for bacterial analysis as outlined in Section 10D-4.12(2), and possible use of the well will not be allowed until completion of survey and satisfactory interpretation of the results by the Division of Health.

(2) Bacteriological survey —

- (a) After thoroughly pumping the well free of excess disinfecting agent, a series of 20 or more daily samples shall be collected and submitted to the laboratory, the well having been pumped for a period in the minimum range of 20 to 30 minutes each day just prior to collecting the samples. Provided, in extenuating circumstances approved by the Division of Health, the survey may be reduced to a series of not less than duplicate samples daily for ten days, the duplicate samples being collected at desired 10 to 30 minute intervals following the above-mentioned 20 to 30 minute pumping period. More than duplicate samples daily in the survey is not approved.
  - (b) Interpretation of laboratory results in the well survey will be made in accordance with applicable parts of Section 10D-4.03, in appropriate relationship with details of the well construction, the presence or absence of surface protection, the age of the well relative to possible condition of casing, the well log, or other pertinent information or conditions.
- General Authority 381.031(1)(b) FS. Law Implemented 381.261 FS.

10D-4.13 Water supply wells — submission of logs & drilling samples. A log showing various strata penetrated by the well and a detailed drawing of the well construction shall be forwarded by the driller to the Division of Health within two days after the completion of the drilling operation. Cuttings samples at regular intervals not greater than 25 feet apart and at every change in formation, together with a log and other data as required by the Division of Interior Resources of the Department of Natural Resources, and well data reports shall be submitted by the driller to the Division of Interior Resources director when drilling is complete. Samples must show material in which casing is seated. Use of well will be prohibited until the Division of Interior Resources director has received the necessary samples. Bags and well data bins shall be secured by application to the Division of Interior Resources of the Department of Natural Resources, Post Office Drawer 691, Tallahassee.

General Authority 381.031(1)(b) FS. Law Implemented 381.261 FS.

10D-4.14 Water supply wells — abandonment. Wells no longer in use shall be plugged in a manner approved by the Division. Capping the casing top is insufficient.

General Authority 381.031(1)(b) FS. Law Implemented 381.261(1)(b) FS.

10D-4.15 Potable water in places serving the public. — In

all schools, hotels, eating places, stores, factories, camps, institutions, public buildings, or other places where water is served to employees, customers, patrons, or the general public, such water shall be secured from the public water supply Section 10D-4.01(1) above where such supplies are available, and no other source of supply made accessible. Provided, that this requirement shall not prevent large hotels, institutions or industrial plants from using their own private water supply where they comply with the provisions of this code covering public water supplies.

(2) Deep well — Where no public water supply is available, the water used in paragraph (1) above shall be from a source meeting the following requirements:

- (a) The well from which the water is secured shall be drilled to a depth where a water of deep-seated origin will be secured, and from a water-bearing stratum that is overlaid by an impervious formation that will prevent the entrance of shallow ground water, or protected from pollution in a manner approved by the Division of Health, and in accordance with all requirements of this code pertaining to wells to serve public water supply systems.
- (b) The casing shall be extended above the top of the ground surface or pump well and a concrete platform provided that will divert surface drainage and prevent its entrance into the well or between casing and walls of the well. The lower end of the casing or inner casing, if two sized casings are used, must be firmly seated in the impervious protecting rock and caked so that water from sources above the protecting formation cannot enter. Provided, that requirements of this paragraph shall not be construed to prohibit properly designed and installed submersible pumps.
- (c) Where the water is pumped, the installation of the pump and connection shall be such that there will be no contamination with surface or shallow ground water. Where a hand pump is used, the pitcher type is not permitted, but a self-priming, force pump must in all cases be provided.
- (d) Samples of the water after installation of the supply must be submitted to the laboratory of the Division of Health in accordance with the requirements of this code pertaining to public water supply systems, and the water shall comply with standards outlined in Section 10D-4.03.
- (3) Cross connections prohibited — The provision in Section 10D-4.09 prohibiting cross connections shall apply to water supplies covered in this section.
- (4) Certain areas where potable ground water not available — Where it is impossible to secure a potable water from deep-seated underground sources, cisterns, or other types of ground water supplies that may be practicable may be permitted, provided written approval is first secured from the Division of Health, and such supplies maintained in accordance with specifications accompanying such written approval.
- (5) Distribution — Drinking water piping shall be in accordance with Chapter 10D-9 FAC, Sanitary drinking fountains or closed containers so constructed that the water does not come into contact with the ice, shall be provided. Except where drinking fountains are used, individual drinking cups

shall be furnished. The use of a common drinking glass or cup is forbidden.

(6) Sanitary drinking fountains — Sanitary drinking fountains, if used, shall comply with the following specifications.

(a) The fountain shall be constructed of impervious material such as vitreous china, porcelain, enameled cast iron, other metals, or stoneware.

(b) The jet of the fountain shall issue from a nozzle of nonoxidizing impervious material set at an angle from the vertical. The nozzle and every other opening in the water pipe or conductor leading to the nozzle shall be above the edge of the bowl so that such nozzle or opening will not be flooded in case a drain from the bowl of the fountain becomes clogged.

(c) The end of the nozzle shall be protected by nonoxidizing guards to prevent persons using the fountain from coming into contact with the nozzle.

(d) The inclined jet of water issuing from the nozzle shall not touch the guard, thereby causing splashing.

(e) The bowl of the fountain shall be so designed and proportioned as to be free from corners which would be difficult to clean or which would

collect dirt.

(f) The bowl shall be so proportioned as to prevent unnecessary splashing at a point where the jet falls into the bowl.

(g) The drain from the fountain shall not have a direct physical connection to a waste pipe unless the drain is trapped.

(h) The water supply pipe shall be provided with an adjustable valve fitted with a loose key or an automatic valve permitting the regulation of the rate of flow of water to the fountain so that the valve manipulated by the users of the fountain will merely turn the water on or off.

(i) The height of the fountain at the drinking level shall be such as to be most convenient to persons utilizing the fountain. Several step-like elevations to the floor at fountains which will permit children of various ages to utilize the fountain, shall be provided where children are to be served.

(j) The waste opening and pipe shall be of sufficient size to carry off the water promptly. The opening shall be provided with a strainer. The General Authority 381.001(1)(b)3 FS, Law Implemented 381.261 FS.

CODING: Words in black brackets are deletions from existing law; words in *italics* are additions.

CHAPTER 72-176, SENATE BILL NO. 927

AN ACT relating to public health, migrant labor camps; amending chapter 381, Florida Statutes; to provide for a change in the definition of "migrant labor camp"; to provide for rule-making power over minimum living space; to provide for potable water supply in each family living unit; to provide for an effective date.

*Be it Enacted by the Legislature of the State of Florida:*

Section 1, Subsection (1) of section 381.422, Florida Statutes, is amended to read:

Section 381.422 Definitions: migrant labor camps—As used in sections 381.482-381.489 the following words and phrases shall mean:

(1) "Migrant labor camp"—One or more buildings or structures, tents, trailers, or vehicles, *or any portion thereof*, together with the land appurtenant thereto, established, operated or used as living quarters for ~~fifteen~~ *five* or more seasonal temporary or migrant workers whether or not rent is paid or reserved in connection with the use or occupancy of such premises. ~~Provided, however, this definition shall not apply to forestry or tobacco farm operations.~~

Section 2, Section 381.472, Florida Statutes, if amended to read:

Section 381.472 Authority to issue regulations.—The division shall make, promulgate and repeal such rules and regulations as it may determine to be necessary to protect the health and safety of persons living in migrant labor camps. ~~Prescribing standards for living quarters at such camps, including provisions relating to construction of camps, sanitary conditions, light, air, safety, protection from fire hazards, minimum living space per occupant, equipment, maintenance and operation of the camp and such other matters as it may determine to be appropriate or necessary for the protection of the life and health of the occupants; provided, however, any unit of a camp used for family residential purposes shall contain within such unit provision for a potable water supply.~~

Section 3. This act shall take effect on becoming a law.

Approved by the Governor April 5, 1972.

Filed in Office Secretary of State April 6, 1972.

SEPLER & SOSSMAN, P.A.,

ATTORNEYS AT LAW,

Hialeah, Fla., March 16, 1973.

MILTON S. SASLAW, M.D., M.P.H.,

Department of Public Health,

Miami, Fla.

Dear Dr. SASLAW: It is my understanding that all of the water at the subject property is chlorinated. However, I am checking into this and will advise.

Notwithstanding, I am investigating connecting to an approved public water supply and believe that Rex Water & Utility Co. has available hookup facilities.

Mr. Earl Crooks, an engineer, has been employed to study this and I am hopeful that he will have a reply forthcoming within the dead-line time stated.

Mr. Miles, the Property Manager, will have a copy of this correspondence with instructions to be in touch with you regarding the above matter.

Yours cordially,

ROHARD M. SEPLER.

HOUSING AUTHORITY OF THE CITY OF HOMESTEAD,

Homestead, Fla., March 21, 1973.

Dr. MILTON SASLAW,

Director, Dade County Department of Public Health,

Miami, Fla.

Dear Sir: The Princeton Housing water system has been placed under the supervision of Raymond I. Smith, a certified water plant operator. Certificate #1170.

With your approval this arrangement will continue until June 1, 1973 or until the camp is closed, whichever date comes first.

To preclude the possibility of unauthorized occupancy of the Princeton Camp units beyond this season, The Housing Authority is negotiating with the owners to have the buildings demolished as they become vacant.

Sincerely,

GEORGE BUCHER,

Executive Director.

DADE COUNTY DEPARTMENT OF PUBLIC HEALTH, ENVIRONMENTAL HEALTH SECTION,  
NARRATIVE REVIEW OF MIGRANT LABOR CAMPS, APRIL 1973

1. BORNINGUEN LABOR CAMP, NARANJA, FLA.

Rebeck of camp 4/2/73, revealed that all sanitary facilities had been put back into working order. All 8 broken toilet seats in men's latrine had been replaced as requested in legal notice 3/23/73. Thomas is supplying plastic liners for individual 20 gal. garbage containers at each family unit.

I noted some fresh-spilled garbage at south side of camp and notified the maintenance man to get it picked up. He did so immediately. I told him to remove latrines or doors from 3 abandoned refrigerators and to get rid of them at the earliest visit to the dump. Property in general is kept clean and free of excess debris.

Has well and chlorination system: South Dade Utilities do a daily inspection of the system for proper operation. Shower rooms will be repainted shortly due to heavy mildew build-up on walls. I suggested using heavy chlorine solution to kill the algae or use of Tri-sodium phosphate prior to painting. Owner quite cooperative.

2. BROOKS QUARTERS, NARANJA, FLA.

Has had water samplings, from 2 wells servicing 4 multiple dwelling units of 4 apartments each. They are self-contained as to sanitary facilities and water service. The property borders a drainage canal which may be causing the water problem. The owner has been notified to connect to available public water supply on the north side of 168 Street (Moody Dr.). During the interim period, tenants have been advised to add chlorine bleach to water or boil all water used for drinking purposes.

Property had been heavily overgrown and much trash accumulation therein. This has been largely corrected and the premises put into a cleaner condition. Dumpsters have been provided for waste and garbage storage until removal. Tenants are still sloppy in throwing out refuse. No new evidence of garbage and trash burning noted.

3. FAR SOUTH CAMP, FLORIDA CTRY, FLA.

Camp had been run rather poorly. Lytton relying on one elderly Black man to do all property maintenance. Water supply consists of two wells that lay too close to septic tanks and drainfields. Both are chlorinated, but until last week, 3/30/73, no licensed operator or service was employed to supervise or maintain their operation. At each inspection, I found one or the other out of chlorine or inoperative. I served Mr. Lytton a legal notice to provide this service. As of 4/2/73, South Dade Utilities is now making a daily check and maintaining this system.

Four (4) units destroyed by fire in one of the 20-room units, still are secured and not repaired. All vacated units had been cleared out after the bondage people cleared out. Premises is now in better shape; all trash accumulations have been removed and weed control instigated.

Camp will be closing in about 4 more weeks and only Ed, the maintenance man, will be left to take care of the property. I suggested that the low spot near the East well be filled in since most of the vehicles are washed here and the ground is a constant mire of mud and standing water. There are several screen doors that have to be replaced or rehung, and screens repaired.

4. H. D. CROSS CAMP, PENSACOLA, FLA.

Cross Camp is in fair shape and consists of two barrack-type units for single workers. One is wood and the other is CBS. There is one trailer occupied by a Latin family; the woman doing the cooking for the camp occupants.

We have ordered Mr. Cross to install a chlorination system since we have recently taken several samples that have come back bad. My most recent sample, 4/2/73, has come back good.

The premises are kept reasonably well kept. I told Mr. Cross that the latrine and shower rooms need better daily maintenance. He will be closing within the next two weeks.

A letter has been sent to Cross to provide chlorination and to hire a licensed service company to maintain the system daily.

5. H. L. COX CAMP, PRINCETON, FLA.

Cox Camp is in need of better routine maintenance. Good garbage storage facilities are provided throughout the camp, but tenants still manage to mess up the premises. No full time maintenance to correct these deficiencies is available. Has well and chlorination system; South Dade Utilities do a daily inspection of the system for proper operation.

6. KETTLES CAMP #2 GOULDS, FLA.

Kettles is on a well and chlorinated system, but not being supervised by a licensed service company. I gave Mr. Kettles the information about whom to contact for having his system checked on a daily basis. He has 10 individual self-contained units and which are more or less occupied by year-round tenants. He is in the process of cleaning up all of the trash accumulations around the camp, consisting of junk, car parts and building materials. All garbage piles have been removed from around and between the buildings. Open clean-outs in the sewer system have been corrected and all holes filled in.

At present two vacant units are being worked on and repaired by Mr. Kettles. His old unlicensed Camp #1 is open and operating without a license. I notified him that this is not legal. He plans to convert the CBS building into a duplex and use the out building for a storage unit for his nursery operation. On 4/3/73, he had a dozer scarifying the land, cleaning up trash piles for hauling to the dump.

7. PRINCETON HOUSING, PRINCETON, FLA.

These units are in badly deteriorated condition due to the age, climatic weathering and vermin infestation. There are two chlorinated well systems serving the camp. The property has been sold and all units are slated for demolition after the current season.

8. REDLAND LABOR CAMP, HOMESTEAD, FLA.

This camp consists of self-contained family units maintained by the Homestead Housing Authority. The units are of recent construction and in very good shape.

The camp is on their own well system and under chlorination. Samples recently taken have all come back good.

For the most part, the tenants are long time agriculture workers and not as transient as in the other camps.

The biggest fault is the destruction of screens and doors as is true in the South Dade Camp, operated by this authority: 600 are on order to replace all damaged units.

9. SOUTH DADE LABOR CAMP, HOMESTEAD, FLA.

With the recent typhoid outbreak, this camp was ordered to connect to Rex Utilities water system. The system was put into service 3/31/73 and samples taken at four sections of the camp. All came back satisfactory with residuals ranging from 0.3 to 0.7. The last sampling of well water from the old supply wells tested out satisfactory in both raw samples and chlorine residuals in finished water.

Here as in the Redland Camp, screens and doors are constantly being vandalized; replacements are on order (600). This includes plenty of spares.

Camp cleanliness is about average since all newer units are of recent construction. The barrack-type unit is closed and vacated and one such unit is converted to apartments.

10. TALLAHASSEE EAST, HOMESTEAD, FLA.

There are no CBS type housing units in this camp. All are badly deteriorated wood frame buildings sheathed with asbestos shingles, many of which have been vandalized. All shower houses and latrines are of CBS construction (8). Each has its own pump and well system. Southwest shower building #4's water sample came back bad as did the S.E. latrine sample. A new pump and chlorinator have been installed at the S.W. shower house as of 4/3/73. A recent sample was taken 4/4/73 and chlorine residual of 1.5 ppm was found. A chlorinator is being installed at the S.E. latrine building as of 4/5/73.

This camp is not recommended for re-opening next season and Mr. Judah is willing to tear it down, as stated to me in an interview 3/29/73. There are plans underway to replace the camp with low-cost housing units if approved by Metro.

11. TALLAHASSEE WEST, HOMESTEAD, FLA.

This camp has mostly wood frame units as in the East camp. There are several CBS dwellings and 4 CBS latrine and shower house units. Each of these latrines and shower houses has its own well and pump system. The owner installed a chlorinator in the West shower house and one in a pump house servicing 12 units with their own water facilities and occupied by year-round occupants.

The frame buildings are sheathed in asbestos shingles and have been randomized as to not providing water-proof integrity or vermin entrance. This camp too would be leveled in an expansion program of providing low-cost housing with Metro's approval.

12. W. E. ANDERSON LABOR CAMP, NARANJA, FLA.

This camp has its own well system but lacks chlorination. Anderson has been given two legal notices to bring about compliance with the camp code. At the present time the hot water lines are inoperative and the interior shower room partition walls are badly deteriorated. There are many broken out jalouse windows and slats, and broken screens. There are still some piles of trash and debris around the camp although quite a large amount of waste and debris has been hauled away.

Mr. Anderson has agreed to close the camp rather than go to the expense of refurbishing the units. He was given two weeks to shut down since he will have to provide his people an opportunity to relocate.

Water samples have come back satisfactory from the camp. I took a new sample on 4/4/73 and am awaiting results.

SUMMARY OF CALLS TO SOUTH DADE LABOR CAMP, 1973 (FROM DAILY REPORTS), SERVICES RENDERED

Jan. 2 Visit for purpose of re-checking potable water supply-made in company with Mr. Ken Pfeiffer, DCHD Engineering Dept. (5 samples).

Jan. 3 Re-check water samples (5).

Jan. 8 Ref. potable water supply.

Jan. 12 Ref. water samples. House #20, (2) house #23, (2) common toilet facility. (2).

Feb. 1 Water samples (2) House #97. Water samples (1) House 96.

Feb. 8 Water samples (2), re-check.

Feb. 22 Ref. water system.

Feb. 23 House #171 and house #191. Visit with Dr. Erisman reference reported typhoid cases. Water check (Chlorine) OK.

Feb. 28 Ref. investigation. Inspected commissary. Day care Nursery reference sanitation. Pre-kindergarten trailers (4) reference sanitation. Water-chlorine checks-commissary. Well-bath sources 1.54 chlorine residual.

Mar. 1 Ref. investigation of potable water. Cl check at well 1.54. (Worked with Mr. Ken Pfeiffer, DCHD Engineering Dept.) Migrant Project, Early Childhood Learning Program, inspection of four trailer units.

Mar. 2 Worked with Mr. Ken Pfeiffer, DCHD Engineering Dept. Reference investigation of well supply for camp potable water. Re-checked Commissary.

Checked Day Care Nursery kitchen for sanitary condition.  
Feb. 27 Worked with Mr. Ken Pfeiffer, DCHD Engineering Dept. Picked up water samples from homes of suspect typhoid cases, raw and treated well water, and water from drainage ditch north and south of the Camp. Delivered thirty water samples to laboratory.

REF: VISIT TO SOUTH DADE LABOR CAMP, MARCH 2, 1973

Continued work with Mr. Ken Pfeiffer in the investigation of the well site. Was informed by Mr. Pfeiffer that he had located a defective well casing in the well located East of the well house by placing fluorescent dye into a dry well located north of and adjacent to, the well house. Within three minutes the dye showed up in the raw outlet tap. The test was repeated in my presence, and the same

results obtained. Comparison tests were made for the well located south of the well house, with the other well cut off from the potable water line, with no evidence of dye entry into this well. Re-checked Commissary for correction of deficiencies. Checked Day Care Nursery kitchen for sanitation.

REF: VISIT TO SOUTH DADE LABOR CAMP, MARCH 1 1973

Worked with Mr. Ken Pfeiffer in the investigation of possible contamination of the Camp potable water supply. Fluorescent dye placed in drainage ditch north of Camp, approximately 350 feet from the well site. Inspected four trailer units of the Migrant Project, Early Childhood Training Program. All teachers and aides are engaged in food handling, and were directed to obtain Health Cards.

REF: VISIT TO SOUTH DADE AND REDLANDS MIGRANT LABOR CAMPS, 2-28-73

A visit was made to the subject camps for the purpose of obtaining information concerning the operation of the South Dade Migrant Labor Camp potable water system, and the competency of the operators of the water and sewer treatment plants, as directed by Mr. Eckhoff.

When asked about water being cut off regularly in afternoons or other periods, both Mr. Eicher and Mr. Smith denied following this practice. They did admit to failures of the plant, one recently (see File Memo of Feb. 22, 1973), one about two weeks prior to Feb. 28, 1973 due to electrical failure caused by nearby highway construction, and another about thirty days prior to Feb. 28, 1973 for the same reason. They denied knowledge of the potable water smelling of sewage after shut-down and recharging of water system.

Both Mr. Eicher and Mr. Smith hold limited water and sewer treatment plant operators certificates, issued by the State of Florida Division of Health. The Certificates were issued Dec. 15, 1971. Mr. Eicher's Certificates were numbered 1913 for water, 1139 for sewer. Mr. Smith's Certificates were numbered 1470 for water, 1508 for sewer. Both stated that they had submitted a request for renewal.

Mr. Smith further stated that he has been operating water and sewer plants at both camps for 17 years. He further stated that he has taken short courses on plant operation given by the Florida Water and Pollution Control organization, the last course taken was on sewer plant operation approximately three years ago.

In regard to the operation of the sewer plant, Mr. Smith stated that Pollution Control inspects the plant periodically and takes samples. A report is sent in monthly to:

1. Pollution Control Dade County
2. Pollution Control, Fort Lauderdale
3. Dade County Health Department, Miami (2 copies)

He stated that the effluent is chlorinated. Also, The Aqua-Chem Corp. of Corn Gables, 218 Greco Ave., conducts routine service and tests of effluent. The report made by the Corp. is sent to Mr. Smith who attaches a copy to the aforementioned reports.

Following the visit to the Redlands Camp, a visit was made to the South Dade Camp. An inspection was made of the Commissary located within the Camp. A check was made of the pre-kindergarten school trailers, and chlorine residual tests were made at the Commissary and at the well house, with chlorine residual being above 1.5PPM.

REF: VISIT TO SOUTH DADE LABOR CAMP, 2-27-73

Worked with Mr. Ken Pfeiffer, DCHD Engineering Dept. Picked up water samples from homes of suspect typhoid cases as directed by Dr. Feldman. Also picked up raw and treated well water, water from drainage ditch north of camp, and drainage ditch south of camp which receives effluent from Camp sewer treatment plant. Delivered samples to laboratory.

NOTE: Received orders from Mr. Eckhoff approximately at noon of the subject date to proceed to the South Dade Migrant Labor Camp, and obtain water samples for laboratory analysis. Chlorine residual tests were run at all potable water taps, and were above 1.5PPM.

REF: VISIT TO SOUTH DADE LABOR CAMP, 2-23-73

A visit to the subject camp was made with Dr. Eisman in reference to reported typhoid cases. I accompanied Dr. Eisman at her request for the purpose of checking the water supply in the homes of the reported cases, and to assist in general. Visits were made to the occupants of house #171 and house #191 at approximately 2 pm. Chlorine residuals in each case was greater than 1.5PPM. After questioning the occupants concerning the source of food for the children involved, I drove Dr. Eisman around the Camp showing her the general sanitary condition of the Camp, and the location of the water supply and sewage disposal plant.

REF: VISIT TO SOUTH DADE MIGRANT LABOR CAMP, 2-22-73

Visited the subject camp for the purpose of rechecking deficiencies noted on the inspection made 2-20-73. During this time a chlorine residual test was made on the water supply at the well site, chlorinated side. No residual was noted. A visual check of the tank flow indicator and content gauge was made. The indicator showed a chlorine gas content in the tank, however the flow indicator showed no flow of chlorine. I called Mr. Eicher by phone (approximately 12:30 P.M.) but he was not in. I then proceeded to the Redlands Labor Camp Office to inform him of the problem, then returned to the South Dade Camp, Mr. Smith, the Camp engineer was at the well site, where he stated that he had checked the chlorine residual that morning (at approximately 8 A.M.) and that it was satisfactory. He then stated that there had since been a failure of the main water pump, and simultaneously a failure of the chlorine injection pump. Mr. Smith showed me where he had replaced a plug on the chlorine injection pump to repair it, and had disconnected the electrical connections to the main pump. The system at that time was operating on the auxiliary water pump. A check of chlorine residual at this time at the well site showed 1.55. Chlorine checks at other points in the system throughout the camp were taken in the presence of Mr. Smith after repair of the system, with zero chlorine residuals indicated.

REF: VISIT TO SOUTH DADE MIGRANT LABOR CAMP, 2-20-73

Visited the subject Camp for the purpose of making a check of sanitary conditions. The following items were noted:

1. Wood structure formerly housing the commissary is still standing, unused. Potential fire hazard.
  2. Scattered trash in portions of camp. (No evidence of garbage accumulations)
  3. Apartment Unit, common toilet, men's side. Flooding on floor due to plumbing leaks.
  4. Standing water accumulation on outside of Apartment Unit, Odors.
  5. Common toilet facility for barracks type units—water accumulation in men's toilet room from plumbing leaks.
  6. No pressure on hot water line to sinks in men's toilet room.
  7. No hot water to sinks in women's toilet room.
- Above deficiencies reported to Mr. Mullins, assistant camp manager, for correction. Also reported sanitary deficiencies to Mr. Eicher at the Redlands Labor Camp Office, and suggested expediting renovation of barracks type CBS units into apartments with individual plumbing facilities.

REPORT ON SOUTH DADE LABOR CAMP, AS OF APRIL 12, 1973

1. The water supply is hooked up to Rex Utilities.
2. The elevated storage tank is no longer in service.
3. The final action on permission from the State Pollution Control to discharge effluent into C103 Canal is still under consideration.
4. The grease trap has been removed from service.
5. The plumbing system leaks are today being repaired by the plumbers.

**HOUSING AUTHORITY OF THE CITY OF HOMESTEAD,**

**Dr. MITRON S. SASLAW,**  
*Director, Dade County Department of Public Health,*  
*Miami, Fla.*

*Homestead, Fla., March 21, 1973.*

Dear Sir: I wish to advise you of progress being made on the five recommendations resulting from Mr. Kenneth Pfeiffer's survey of South Dade Labor Camp's water problem.

1. Rex Utility Company will supply water to the Camp as soon as their engineering survey is completed. The hook-up will be made early next week.

2. The elevated storage tank is being renovated by American Tank and Tower Co. and a new hatch cover is being installed with a provision for locking it in a closed position.

3. Mr. Kenneth Pfeiffer is negotiating with State Pollution Control for permission to discharge effluent directly into C103 Canal. This will be implemented as soon as permission is forthcoming.

4. Apartment building has been vacated and grease trap is being decommissioned as recommended.

5. Plumbing system leaks will be stopped and plumbing in subject building will be brought up to code in the immediate future.

Should additional recommendations be desirable, we will proceed as rapidly as possible with their implementation.

Sincerely,

**GEORGE EICHER,**  
*Executive Director.*

MARCH 19, 1973.

**Mr. GEORGE EICHER,**  
*Executive Director,*  
*Homestead Housing Authority,*  
*Homestead, Fla.*

Dear Mr. Eicher: Based on our recent survey of the South Dade Labor Camps water supply problem we have reached the following conclusions:

(1) The existing water supply system shall be abandoned and a connection to the Rex Utilities system located in Tallahassee Road (S.W. 137th Avenue) provided.

(2) The elevated storage tank shall be secured in such a fashion as to prohibit unauthorized access to its contents.

(3) The discharge from the sewage treatment facility into the drainage ditch shall be terminated with another disposal method acceptable to the appropriate governing bodies provided.

(4) The existing grease trap located at what has been described as the apartments shall be pumped clean, filled with concrete or physically removed with the existing building lateral connected to the sanitary sewer.

(5) The existing plumbing system located in what has been referred to as the nursery and auditorium shall be repaired to prevent any leaking of domestic wastes on the underlying soil.

There may be additional requirements for your action emanating from this office and/or other governmental agencies.

Your cooperation with this office has been excellent in the past and we hope to continue this relationship.

Very truly yours,

**KENNETH R. PFEIFFER, P.E.,**

[Telegram]

**Dr. R. A. MORGAN,**

This is to give emergency authorization to the Dade County Health Department to temporarily permit the operation of the Princeton Labor Camp.

**Dr. JAMES A. BAX,**

*SEC Health and Rehab Services.*

[From the Miami Herald, Aug. 27, 1969]

**HALF OF MIGRANT LABOR CAMPS ARE THREATENED WITH CLOSING**

(By Jo Ann Werne)

Enforcement of state health regulations for migrant labor camps could lead to the closing of half of Dade County's existing labor camp housing, health and migrant officials said Tuesday.

The question "Where will the migrants live?" if the camps are closed, remains unanswered.



But even if the migrants have to live on canal banks, the Dade County Health Department will not issue permits to farmers whose labor camps do not meet specifications, declared John Eckoff, director of the Environmental Health Division of the county department.

Eckoff, along with State Sen. Lee Weissenborn, State Rep. Joe Lang Kershaw, and representatives of the health and fire marshal's offices, toured South Dade labor camps Tuesday.

They began with the largest—and reportedly the worst—camp, the Krome Ave. Farm Housing Center.

The Krome Ave. camp, scene of a fire last winter which killed three migrant children, contains 400 shoddy red and green cabins.

Feeling revolted after inspecting one of the filthy cabins, Sen. Weissenborn said: "We ought to shut this place down."

The Senator said he didn't know if he could accomplish such an end in Tallahassee, but declared: "I can raise hell!"

"I didn't know human beings lived like this," said Rep. Kershaw. "As bad as the shims are in the city, they're not as bad as this."

Also touring the camp was Wendell Rollason, executive director of the Redlands Christian Migrant Association, who questioned whether the health department was "affecting a cure worse than the disease."

"Today, on this inspection trip, the community is setting in motion action which could result in the closing of 50 per cent of Dade's existing labor camp housing," he said.

Rollason said the RCMA agrees with the health department's objectives, but questions the timing. He also predicted that if the camps are closed, the migrants will continue to swell the slum population of Florida City.

"... We are going to unleash corrective measures that are going to force hundreds of workers this coming season to endure conditions of existence they haven't experienced in Dade labor camps for a decade," Rollason said.

During a pre-tour briefing at the county health department, Eckoff said the inspection tour was being made at this time of year "to give camp owners time to make corrections to comply with minimum state regulations."

The Krome Ave. camp property is owned by the Arthur Vining Davis estate and is rented by South Dade farmer John W. Campbell, who uses it for the overflow from two other camps.

Eckoff said three specific regulations, concerning heating, bedding and living space, will be strictly enforced this year and will result in "a big expense for the camp owners."

**HEATING:** State regulations provide that heat must be provided in the living and bathing quarters in areas where temperatures fall below 70 degrees for prolonged periods of time.

**LIVING SPACE:** The state requires that 300 cubic feet of air space is provided for each occupant, including children. The camp's capacity will be based on this factor.

**BEDDING:** Camp operators will be required to provide a bed, cot, or bunk for each person, and will provide springs, mattresses or mattress ticking, plus a mattress cover, for each bed.

[From the Miami Herald, Oct. 5, 1972]

#### HOUSING SHORTAGE MAY DRIVE MIGRANTS AWAY

(By Darrell Eiland)

South Dade growers may find themselves short of labor to help harvest their crops within the next two weeks unless emergency procedures are taken soon, George Eicher, Homestead Housing Authority director said Wednesday.

Eicher said an application by the authority for federal funds to build adequate housing for migrant farm laborers has become enmeshed in red tape somewhere in Washington.

Even if he had the \$6 million he's asking for the project, Eicher said, he wouldn't be able to get any housing constructed for the 350 farm families expected to move into the South Dade area beginning next week.

This will mean, he said, that the workers will move on to other areas in Florida and there won't be enough people in South Dade to harvest the crops.

"It will be the growers who will be hurt," he said.

The only hope for relief, he said, would be if health authorities would approve the emergency use of Princeton and Campbell labor camps for another year.

The Dade Health Department has recommended to the state that licenses for operation of the camps be denied because they do not meet structural and sanitary standards.

"It's not just a case of them missing the standards slightly; they fall considerably short," said Dr. Milton Saslaw, director of the Dade Health Department. He said the authority has, from time to time, been lenient with labor camp owners when the buildings fall short of standards, but the owners appeared to be making "a reasonable effort" to bring the structures up to standard.

In the case of the two South Dade camps, however, he said, "it is our impression that very little effort has been expended to bring them up to standards."

For this reason, he said, his department has recommended that the state not issue the necessary licenses.

State Health Department officials said they will follow Saslaw's recommendations.

"Dr. Saslaw doesn't have the authority and we don't have the authority to approve structures which do not meet health standards for human habitation," one official said.

He pointed out that two years ago the camps were granted emergency licenses by the then Secretary of Health and Welfare, to allow improvements to be made.

"Since that time we have seen little evidence of improvement," he said.

Eicher said his plan to build 200 duplex housing units on a 70-acre tract at the site of the old Florida state road prison camp on State Road 27, south of Florida City has been approved by the Farmers Home Administration, but the Nixon Administration has refused to release funds appropriated by Congress for farm labor housing.

Eicher said neither the Homestead Housing Authority nor he endorses the Princeton or Campbell camps. But, he said, the camps do have clean community bathing facilities and are close to schools and a health clinic, making them "better than nothing."

[From the News Leader, Oct. 25, 1972]

#### PRINCETON LABOR CAMP OKAYED FOR THIS SEASON

(By Virginia Amend)

Princeton labor camp has state approval to house migrants this season, subject to certain conditions.

The two Tallahassee camps (the old Campbell labor camps) haven't been approved, but will operate anyway.

These twin developments apparently will solve South Dade's migrant labor housing problem for yet another year, while construction of a third modern migrant camp is awaited.

Some migrant families are already living in all three old camps, and they are expected to fill up as the winter farming season progresses.

The Dade County Health Department was notified Tuesday that the Florida Department of Health and Rehabilitative Services has okayed a waiver for the Princeton camp to reopen, with certain provisos. County officials had requested this action from the state health department nearly two weeks ago, when it appeared that a migrant housing crisis was in the making.

The provisions to be met, according to county health department head Dr. Milton Saslaw, are (1) that State Attorney Richard Gerstein's office concurs, (2) that sanitary regulations be observed throughout the occupancy period, and (3) that it is understood that by the end of this farming season the hope is for the Princeton camp either to be upgraded to licensing standards or to be demolished.

Dr. Saslaw said he was optimistic that the conditions can be met. (The reason for Gerstein's concurrence, he explained, is that the camp is now operating without a license which is a violation of the law.)

"We are anxious to work with everyone," he said. "We don't feel badly about the state granting the waiver."

The county health department, Saslaw explained, has no authority either to grant a waiver for a substandard labor camp to operate, or to shut it down. Only the state can do either one.

Dr. Saslaw emphasized that the state health department's waiver of licensing standards for Princeton does not apply to the Tallahassee camps.

But Edward (Jack) Campbell, back in charge of the two camps formerly owned by John W. Campbell Farms, said both the old housing centers will be open anyway. Builder Wayne Judah bought the camps and expects eventually to raze them.

"We don't anticipate that we'll get a permit to operate," Campbell told the News Leader. "But what do you do with 160 families—where are you going to put them?"

All units in both Tallahassee camps are already rented, Campbell said, although all the tenants haven't arrived in the area yet. The camps have a combined capacity of 640 people.

Campbell said maintenance crews are working "six days a week" to make repairs to the two old camps.

"We're not trying to defy the health department," he added. "They gave us a bill of particulars, four pages long, and most of these items we have taken care of. Now they come up with statements about the overall condition of the frame houses."

"They are 30 years old, past their time of usefulness—I don't like them either," he continued. "But we've got to hang on to the housing we have, until we get something better."

Without the army of harvest workers in South Dade, this winter, many crops would be lost, he pointed out.

Despite forecasts of a possible labor shortage due to inadequate migrant housing, growers of South Dade's biggest crop—tomatoes—are planting at the same rate as last year.

[From the Miami Herald, Nov. 4, 1972]

#### MIGRANTS FACING HOUSING SQUEEZE

##### SHORTAGE OF LABOR POSSIBLE

The Dade County harvest season opened Friday with migrant farmworkers facing a critical housing shortage and migrants and growers alike facing a labor shortage.

Depending upon who is providing the estimates, between 8,000 and 10,000 migrants will be working the Dade County harvest this year. The vegetables they pick will be worth \$40-\$45 million.

To house the incoming migrants, the Dade County Health Department has licensed nine migrant camps, capable of housing 6,955 persons. The health department refused to certify two camps—the Princeton Labor Camp and the Old Campbell Labor Camp—but they may open anyway with a special permit from the state providing a few hundred extra units.

"Most of the people living in the two biggest camps, The Redlands Camp and the South Dade Camp, are full-year residential," said John Eckhoff of the Division of Environmental Health of the Dade Health Department. "Most of the units aren't available for migrants. They're almost the same as low-cost public housing—the people living there may be farmworkers, but they're not part of the stream coming in."

The two camps, Redlands and South Dade, together have a capacity of over 4,000 persons. When that total is subtracted from the available housing capacity of 6,955, only about 4,000 spaces are available for incoming migrants.

Space for another 1,200 persons would be available if both the Old Campbell and Princeton camps were allowed to open, but that is still being debated by the camp operators and the health department.

George Eicher, director of the Homestead Housing Authority, which operates the Redlands, South Dade and Princeton camps, believes Princeton will be allowed to open.

"We feel that this is pretty much settled. We might have to do a little work, but we have been working on the camp all summer. We think that the state is going to allow us to open," he said.

Dr. Milton S. Saslow, director of the Dade County Health Department, agreed. But, he said, "We have this problem of people coming to see us and saying, 'Look, you'll have these poor people living in the streets unless you open the camps.' We sympathize, but sometimes living in the streets is better than living

in some of the housing in these camps. A few years ago four migrant children burned to death in one of those shacks, because it didn't meet safety requirements. These kids would be alive today if they had been living in the open."

"We've had this situation every year of having these people asking for just one more year of operation, and every year the camps are the same, just one year older and that much more run down. Closing the camps might be what it takes to get better facilities quicker," Saslow said.

Along with the Princeton Camp, the Health Department also refused an occupancy permit for the Old Campbell Labor Camp on Tallahassee Road. The owners of the camp, mortgage broker Jerry Flick and developer Wayne Judah, are negotiating with the health department for a permit and Flick said he would be discussing the problem with health department officials this week.

Flick said that after this harvest season, the camp would be torn down and replaced with a low income housing project that he will build in partnership with Judah.

Even in the Old Campbell and Princeton camps are opened, there will not be enough housing.

"The problem is already getting serious, and most of our people haven't even arrived yet," said Rudy Juarez, president of Organized Migrants in Community Action (OMICA).

Juarez wrote to County Manager Ray Goode in early September and asked him to appoint an emergency housing coordinator to deal with the possible shortage. Juarez warned that the shortage this year "will take on the proportions of a disaster" unless emergency housing is found for incoming migrants.

Goode referred the problems to Dade's Department of Housing and Urban Development. Ralph Carey, assistant director for housing of Little HUD, said that officials from his office would meet with Juarez this week to discuss the problem.

He said the county may use county-owned buildings in South Dade as emergency housing, and would investigate the possibility of moving some permanent, non-farm-labor families out of South Dade Labor Camp and into public housing. The problem of finding suitable housing for migrants has been made more difficult because the Homestead Housing Authority officials, migrant and county leaders thought that a large, new camp would be ready.

Financing problems, however, have delayed construction—work on the camp has not yet begun. The new Everglades Labor Camp, will have 400 modern units and be built south of Florida City on Route 27.

Residents of the Homestead Housing Authority camps pay rents ranging from \$13 to \$19 per week for one to four bedrooms. The homes in the Redlands and South Dade camps are CBS structures, while most of the units in the Princeton camp are old wooden buildings with a few run-down concrete-block buildings. The buildings in the Old Campbell Camp are also wooden, and also in bad condition, with inadequate and antiquated wiring, and community sanitary and water facilities.

While the principal problem facing incoming migrants involves housing, they may also be facing job problems.

Omitca's Juarez says that three times as many migrants will move into Dade County as are actually needed to do the work available, so many will go without jobs and many others may find themselves working only a few hours a day.

On the other hand, Nolan Durre, Dade County vegetable agent, sees the possibility of a labor shortage.

When the crops are ready, they have to be picked as quickly as possible. However, there often is not enough labor available to pick the crops, which can be taken in a matter of hours.

"We can't tell about labor problems until we actually get into heavy harvest," Durre said. "There could be a labor shortage—in fact, I think there will be. This is something we're anticipating this year. We'll have to work it out the best we can, when and if it arrives."

Eicher of the Homestead Housing Authority, agreed that there could be a labor shortage, but suggested that it might be a selective one caused more by pay scales than by an actual lack of persons available to work.

"In the packing houses, a man might work his tail off and only make a couple bucks an hour," he said. "Working in the fields, he can take home more in a couple days than he might make in a week at a packing house. So he might skip packing house work hoping to get field work. If only for two or three days a week."

"I think we're going to see this problem. If the packing houses get stacked up because they can't get help, that slows down the field work . . . so even though

you've got enough people around to do the work, you still got a labor shortage," he said.

Harvez, of ONICA, suggests that the problem of a labor shortage might only be unreasonable requests.

"If a farmer has a 60-acre field of tomatoes and he wants to get it picked in one day, he might want 500 people out there working. If he doesn't get 500 people, he calls it a labor shortage," Harvez said. "If he does get 500 people, and they pick the field in three hours, then do nothing for the rest of the day, then we've got unemployment."

The Dade county harvest season "officially" began Friday, with the opening of the Florida City State Farmers Market, second largest packing operation in the state.

If the season goes well, if there are no shortages, it could be a record year. Hence, the vegetable agent said all the crops are in good shape so far, and the tomatoes will start coming in this week with the other crops close behind.

By late April, crises or no crises, it will all be over, and the migrants will be moving north again with the season.

Mr. Ford. Thank you.

We have Mr. George Eicher, Executive Director of the Homestead Housing Authority.

Do you have a prepared statement?

Mr. Eicher. No, sir, I don't have a prepared statement at this time. We were in Tallahassee yesterday and we gave testimony similar to what is going on here.

Mr. Ford. Did you want to make any kind of a statement here?

#### STATEMENT OF GEORGE EICHER, EXECUTIVE DIRECTOR, HOMESTEAD HOUSING AUTHORITY

Mr. Eicher. Well, actually we don't know what happened here, and until we know exactly what happened, there wouldn't be any prepared statement as such that I could offer to you.

I think there have been many theories advanced here, but I don't think anyone has any absolutely firm knowledge exactly what took place.

Mr. Ford. How old is the camp that we are talking about, the South Dade Labor Camp?

Mr. Eicher. Three years old.

Mr. Ford. Is the information we have correct that it was built with a combination of a Federal grant and a Federal loan?

Mr. Eicher. That is correct.

Mr. Ford. One hundred percent Federal money for construction?

Mr. Eicher. One hundred percent Federal money for construction. That is right. In approximately 50-50 ratio. Half loan and half grant. The loan to be repaid by a revenue bond issue, and the revenue from the camp tents pledged to pay this bond issue.

Mr. Ford. What kind of an agency was the grant issued to?

Mr. Eicher. The Farmers Home Administration Agency of the Department of Agriculture.

Mr. Ford. And as a condition to give you that grant, as Mr. Landgrebe has suggested here, were there standards or requirements with respect to the construction and health standards?

Mr. Eicher. Yes, sir. All plans for these camps have to go through Farmers Home Administration and their engineering section. Their architectural section and each respective section does approve the plans before the project is all approved.

Mr. Ford. The camp is operated by the housing authority, which I assume has other housing responsibilities in Homestead?

Mr. Eicher. Yes, sir.

Mr. Ford. And you administer other programs that include Federal grants such as senior citizen housing?

Mr. Eicher. We have no Senior Citizen Housing. We have one HUD housing unit. It is a section 23 leased housing unit.

Over the years the primary function of the Housing Authority of the City of Homestead has been to provide housing for agricultural labor.

Mr. Ford. As a condition to receiving your grant and your loan, were there conditions set down by the Federal Government as to the continuing management with respect to the kind of rental you would collect, and its relationship to the cost of operation, and so on?

Mr. Eicher. Yes, sir. You have to submit a budget each year to the Farmers Home Administration. They audit you each year, and they consequently supervise the operation.

Mr. Ford. One of our concerns is trying to develop a pattern of how we solve this problem of inadequate and unsafe housing across the country. Here we have a Federal attempt, and we shouldn't make another Federal attempt that doesn't work. If it does work, maybe this is the direction we ought to go, so I am interested in just what happened here when the Federal Government comes in. It has been alleged to the committee that there are particular labor contractors or crew leaders who control to a large degree the occupancy of this camp. They virtually have the power to have someone evicted if they have one disagreement with them.

Mr. Eicher. Sir, this is a 100 percent untrue. The housing authority will not rent a unit to a crew leader.

Mr. Ford. Yesterday there were growers sitting here, who when asked this, said that this is very common practice for a crew leader to block rent a number of units. We asked them how would it be that a crew leader would be writing a rent receipt. I think two or three of them came up saying that that is not unusual; a crew leader gets a block of these and sublets them. Does that happen in your camp?

Mr. Eicher. Let's first determine two things: One is camps that are being operated by private operators, and the next is the camp in question, South Dade Labor Camp and the Redland Camp. And, we did receive Federal funding on these. And, this is the city of Homestead operation, and in those two camps there is not one single unit of housing rented to a crew leader.

Now, we have had occasions where a family will rent a house and be working for a crew leader, and if that family moves on, instead of checking out of that house and coming in to the office, they'll tell their crew leader, they'll tell him or another person that they have the house. And some other family moves in. And, as soon as this is discovered, if that family fits the size of the house, they could stay there, but they must execute the lease with the Housing Authority, and that lease covers the tenants in that house. And, the crew leader has absolutely nothing to do with that particular house or that tenant. And, he cannot hold that house over the heads of the tenants to make them work for him.

This is something we have been strict about. And, it is our desire to get the tenant out from the control of the crew leaders so that he is a free dealer and can go where he wants to.

Mr. FORD. These private camps operated in Dade County have been described to us as strictly for transients, and are not used at all when the harvesting season is not in full sway. They indicated to us yesterday that in your particular case, 75 percent of the occupancy is more or less permanent, and only 25 percent transient.

Mr. EICHNER. It would be something like that.

Mr. FORD. Does this happen to be the situation, or do you have a policy with regard to what percentage of units you keep available for transients?

Mr. EICHNER. No, sir. We have no policy with regard to that. We rent to domestic farm labor, and since these camps afford to people in agriculture any place in the world, there is a high demand for this housing.

Mr. FORD. So this program from the Farmers Home Administration was not intended to be a migrant program?

Mr. EICHNER. Not a strictly migrant program as such. This program says it's for domestic farm labor, so this is anyone that is engaged in domestic farm labor and does work in agriculture on a farm.

Mr. FORD. So, it has no priority of any kind for transients or migrants?

Mr. EICHNER. No, sir, it doesn't.

Another thing that I think should be brought out here is the fact when good housing is available to people, that they tend to stay put, and a migrant family will come in who might have been following the migrant stream, but when they get into the house, they'll try to stay there in many cases. And, then they become a part of the community. And, maybe the husband or two or three of the workers there will move on with the crop season, but the wife and some of the children remain behind and keep the home, so to speak, and after a few years of that, they will usually settle down and move into something that will keep them in one place.

We have felt it rather rewarding that since we have provided this housing for these people, we have had I would say a hundred families that have moved through the camp, have taken up pretty much steady residency there. They like the idea of a house and a better way of life, and moved out now and purchased housing of their own through 235 programs and through the Farmers Home Ownership Plan, and have taken advantage of home ownership that is available to them.

And, this was brought about by the provision of decent housing for the people, we feel.

Mr. FORD. What was that?

Mr. EICHNER. The 235 programs.

Mr. FORD. Do you have to account for all your receipts and disbursements, to show the receipt of income and the expenditures? Through the Department of Agriculture?

Mr. EICHNER. Yes. We give them an audit each year, and a financial statement. In fact, we supply that to them any time they come in. Mr. FORD. Is the Housing Authority able to consider maintenance

for this camp on a break-even basis, or do they lose money or make money?

Mr. EICHNER. Well, we don't make money, but to give you an example, our payments will be \$206,000. And, this is pretty good money to have to pay back. But, generally speaking, we are able to do that. Our payments are current. We're all right up to now. And, we have to allocate so much money per month to take care of our reserve and our payments. And, at this point we are all right.

Now, we are experiencing some difficulty at the moment in collecting rents, which, if this should continue with the additional expenditures that we've had to make with regard to this typhoid thing, it could be a different proposition by the end of this year.

Mr. FORD. It has been indicated that there are a number of people who are not able to pay their rent because they have been the victims of typhoid, or their families have. They've had a drain on whatever resources they have for medical care, and/or the persons who should be working haven't been able to work. Some public assistance has been given to these people, but public assistance won't take care of back rent accumulating until the person reached the desperate straits before getting the public assistance.

Mr. EICHNER. Right.

Mr. FORD. So, you have a number of tenants with outstanding back rents that you haven't collected, and it would appear you are not likely to collect it immediately.

Mr. EICHNER. Yes.

Mr. FORD. In addition, you indicated that you're undertaking some additional expenditures to guard against the recurrence of what happened?

Mr. EICHNER. Yes, sir.

Mr. FORD. That is going to take some money out of the pot you have to make your payments?

Mr. EICHNER. Yes, sir.

Mr. FORD. Is there a procedure available to you, and have you started to exercise any of your rights under that procedure, to ask for a remission of a part of your payments this year in order to cover those two items?

Mr. EICHNER. No, sir. This is only a probability. It is, at this time—and we hope that we won't have to do anything like that. We hope we will be able to stay current.

Mr. FORD. Have you asked the Department of Agriculture whether they would consider a remission?

Mr. EICHNER. There is no provision available to us, no.

Actually I think that the spirit of this hearing would be that we are attempting to find ways and methods of providing more and better housing for these people, and I think if we are to do this, then we must be able to find ways of keeping current in operating our present setup. That is, not only the one we administer, but others throughout the country, in some sort of an economically stable fashion and so we don't default, because if this project goes into default, then it follows that we are going to have an extremely hard time trying to find another project.

Mr. FORD. Do you have present plans for an expansion of this facility?

Mr. EICHER. Not of this facility. We have present plans for development of another, a third facility, which would be for 400 units of housing. We have developed plans for this. We have land options on the property. We have submitted plans for this project to the Farmers Home Administration. It has been accepted and it has been approved. They have approved the project, but they haven't given us any money which I think at this time is pretty much par for the course.

Mr. Ford. How long have you been on the hook, since they've had the material in Washington?

Mr. EICHER. Two years.

Mr. Ford. Two years?

Mr. EICHER. Yes, sir.

And, I might add, too, that with respect to this, if we could fund and provide this new camp, then this would give adequate housing to all of the farmworkers that are needed in this particular area, and this perhaps would be the only area in the United States where all of the labor force would be adequately housed.

And, if we could do this, we could eliminate all of the old substandard camps and housing that is here now. The reason some of these camps are operating today is that, based on a review of our plans for this new development, everyone felt it was in the best interest of the people to keep some of these older camps open until the new one was provided. But, as you can well see, the provision keeps moving away from us.

Mr. Ford. Do you regard the completion of that project as a step that would help to assure that a typhoid outbreak, or another disease outbreak, such as we've had will be less likely to occur?

Mr. EICHER. Sir, I think this would go a long way toward correcting anything like this. We don't know what caused this, really, but I should think that overcrowding would be one thing that would contribute to an outbreak of any kind.

I am not specifically referring to typhoid, and I am not an expert in that field, but here we assign units to people and rent them, and our population in the South Dade Labor Camp is or was at the time of the outbreak 1,472 registered tenants, and each one signed and executed a lease with the Housing Authority and had a number of people that were to be housed in that unit on that lease, and immediately following this, I understand that when the Health Department compiled a complete roster of the people in residency at the camp, it came up more like 2,000. So, you can see what is happening there. The residents of these houses themselves are bringing people in, and we are aware of this and know it happens.

So, immediately when we find there is a family there that is trespassing or whatever you want to call it, we go to that family and/or send them a letter and advise them that they have unauthorized people living in that house and they must either move the extra people out or vacate the property because they have violated their lease. And, they say no, just that they are guests for dinner and they are not staying or it is a relative, and it's very difficult once you get a crew like that in the house to get them out. And they may say that it is a cousin or her family, and they have no place to stay. And, what can I do?

So, I really don't have a stock answer for these people. And, if you could help me on this, I would certainly appreciate it.

Mr. Ford. When you say that you don't know what caused this typhoid epidemic, are you disagreeing with the doctors that say they have tracked the spread of the disease to the water supply?

Mr. EICHER. No, sir; I am agreeing with the doctors' findings.

Mr. Ford. What you're saying is you don't know how it got there in the first place?

Mr. EICHER. This is it. Since we have not been able to recover typhoid from the well, and to our knowledge the chlorine supply has not been interrupted, at what point did the contamination enter the water supply? If it was in the water supply, there have been many theories in this, and just a few days ago we got a lot of additional information for this.

And, we have found that there was a water tank that was connected to this site. And, when a crew finished cleaning this tank recently, they brought from the site beer cans and broken bottles and a few stones, and they found that someone had very definitely climbed onto the tank and defecated into the tank and into the water supply. And, of course, there again, I am not a scientist, I am a labor camp administrator, so I don't know if this caused the spread of it or contributed to it. But, I certainly feel it does contaminate your water supply. So we would like very much to know exactly what happened, and then we can take steps to correct these things.

Mr. Ford. Are you now satisfied that the present water supply is safe and that the people can use it?

Mr. EICHER. Sir, the water supply is being purchased from a private utility company, and that water supply is treated and handled in the same way that the water supply at this labor camp supply is handled. It's taken from the well at the source. It is chlorinated and stored in an overhead or elevated water tank. And, I have personally seen and I've had conversations with the manager of this utility company. I've had conversations with the man how he keeps people off his water tower. And I was asking the man how he keeps people off his water tower, because we have this elevated tank on the perimeter of Homestead, Air Force Base, and airplanes come in and out all the time. And, through this winter season on many occasions, someone has climbed the tank and smashed the warning lights off this tank. And, when this happens, he says that we have replaced the lights, and the next night somebody smashes the lights off again. And, last week somebody shot the lights off, and the police said since you have reported it, that gets you off the hook. But, if one of the airplanes that's on the glide path fails to see it, and if an airplane happens to hit that tank, we're not going to have that tank there, we're going to have thousands of gallons of jet fuel burning right inside that camp, and a lot of people are going to be dead in that camp. That's going to be worse than typhoid—if something can be worse—and these are some of the problems.

I guess I got off the track. Where did we leave off?

Mr. Ford. In this kind of a program, have you been compelled to increase your costs as the cost of other things have gone up during the life of your lease? How is your present rate schedule, compared to when you first started out?

Mr. EICHER. A one-bedroom apartment is \$13 a week. We have a three-bedroom at \$17, and a four-bedroom house is \$19 per week. That is the same rate schedule we started out with. And we have been able to hold this.

We have been able to furnish free water and able to furnish free garbage pickups per week. And, a person pays their own utilities and we maintain the houses.

Mr. FORN. Yesterday there was someone here with an electric bill for \$34.35. I think for 1 month.

Mr. EICNER. Well, we have checked last month's light bills—that means the month before last now—there was some cold weather then, and we have electric panel heaters for the cold weather. And, the average light bill for the camp was \$17.

And, we also checked a great many houses and found they had light bills that were low. And, when I say low, twelve or thirteen or fourteen dollars. And, we do have a number of air-conditioned units there, and some of them have more than the average run of appliances.

Now, on these you would expect that perhaps they'd have a higher light bill. But the rates, I can't see why one person would have a higher light bill than another. But, out of 550 units of housing, and you find one with a light bill that is \$34, I don't think this is too unusual. I would have to be able to evaluate it on the basis of what is in that house and what is being used.

(Occasionally we'll have a higher light bill where a person has had a leaking hot water faucet. And, they haven't reported this and it hasn't been corrected, and if it leaks for a couple of weeks, if that happens it runs the light bill up.

But, when they report such a thing, of a leaky faucet or something, we do try to get out on the same day or get a maintenance man out there the next day to provide whatever maintenance is necessary to stop the thing.

Mr. FORN. We heard yesterday a lady reporting a broken water line, and the solution to that was to shut off the water going to the house including the sanitary facilities.

Mr. EICNER. No, sir, it didn't happen. It was probably shut off while the line was being repaired. But, you must realize there is no such thing as an instant repair. And, you must shut the water off and repair that line. So, we did shut the water off and then repaired the line. And, sometimes if the leak happens to be in the wall, this shutoff process may be going on all day.

Mr. LANDBREWE. Mr. Eicner, you didn't manage this camp yourself, but you supervise a number of Federal stations? You are not the supervisor of this particular installation?

Mr. EICNER. Yes, sir. These camps are under my direct control. I have a camp manager there, but I supervise that camp manager. And I am on the premises of this camp—not daily—but several times every week.

Mr. LANDBREWE. Does this camp's manager live on the site?

Mr. EICNER. Yes, sir.

Mr. LANDBREWE. His job is to maintain the camp and collect the rents and repair the damage done, and things of this kind?

Mr. EICNER. Yes.

Mr. LANDBREWE. Isn't the sanitation one of his primary duties?

Mr. EICNER. Yes, sir. Sanitation is his primary duty.

Mr. LANDBREWE. How is it that it had to be reported to the health authorities and the health authorities had to come out and inform

your manager, or inform you that the chlorination was inoperative on the 29th of December? I mean, isn't this his primary responsibility?

Mr. EICNER. No, sir. This is not the primary responsibility of the camp manager. That responsibility is given to a licensed waterplant operator. This man checks this facility twice daily. Now, to my knowledge, our chlorine supply has not been interrupted. It might have been, or probably it could have been, but I am not here saying that the sanitarian that Dr. Saslaw said was out here made statements that aren't true. But, to my knowledge, the chlorination hasn't been interrupted.

Mr. LANDBREWE. We have a written statement from Dr. Saslaw, and we don't have a written statement from you. It says here in his statement, that at the time of the December 29 study, which was precipitated, incidentally, by complaints of an increase in enteric illnesses, a thorough study was made on the water supply of this camp. And, this was following a December 29 report of contaminated water. There was a report of contaminated water in a facility where there are at least 2,000 people living, and no attempt was made to follow up on this until January 2. It seems to me that 3 days is too much of a time lag. The 3 days is more than adequate time. But, at the time of this December 29 study, it was found that the chlorine to the well supply had been exhausted. And, a followup sample taken on January 2 and also the next day, was found to be safe. If you have an explanation why this man—

Mr. EICNER. A licensed water plant operator.

Mr. LANDBREWE. If he was checking this twice a day, why the 3-day delay in finding that the chlorine was shut off, before putting chlorine in the supply again so that it reduced the bacteria in the water sufficiently to have it considered safe again?

Mr. EICNER. Sir, I'll tell you something that happens here. When you're not pumping water, chlorine is not flowing. And, in many instances I've had people tell me the chlorine is off. But, chlorine is off because the water pump pumped a sufficient amount of water so the tank is full and chlorine is off at that particular time. But when the pump—

Mr. FORN. The word the doctor used was "exhausted." There wasn't chlorine in there when the pump was turned on.

Mr. EICNER. Well, I don't know if the doctor checked it. And I don't know who checked it.

Mr. LANDBREWE. He said you cooperated and corrected it.

Mr. EICNER. We correct everything. We don't look at the health service as a corrective body. And throughout the years I have been connected with this, we depend on them to give us advice, and they have never in all of this time asked us to do anything or given us a recommendation that I thought was not reasonable.

Mr. LANDBREWE. I am sorry—you called him a waterplant operator?

Mr. EICNER. Yes, sir.

Mr. LANDBREWE. He must keep records and check the unit twice each day. Now, would it be asking too much to have copies of his reports, say, from Christmas Day through February? During that period of time?

Mr. EICNER. We did not keep a log on that water plant at that time. We kept logs on water plants for seventeen years and during