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NEDY, BAYH, BURDICK, TYDINGS, FONG, SCOTT, COOK, MATHIAS, and GRIFFIN.

The PRESIDING OFFICER (Mr. GOLDWATER). The report will be received and the bill will be placed on the calendar; and, without objection, the report will be printed, as requested by the Senator from Michigan.

BILLS INTRODUCED

Bills were introduced, read the first time and, by unanimous consent, the second time, and referred as follows:

By Mr. MONDALE (for himself and Mr. HART):

S. 4067. A bill to amend title V of the Housing Act of 1949; to the Committee on Banking and Currency.

(The remarks of Mr. MONDALE when he introduced the bill appear later in the RECORD under the appropriate heading.)

By Mr. HATFIELD:

S. 4068. A bill for the relief of Josefa V. Aquino; to the Committee on the Judiciary.

By Mr. THURMOND:

S. 4069. A bill for the relief of Haviv Schleber; to the Committee on the Judiciary.

S. 4067—INTRODUCTION OF A BILL TO AMEND TITLE V OF THE HOUSING ACT OF 1949

MIGRANT AND SEASONAL FARMWORKER HOUSING AMENDMENTS OF 1970

Mr. MONDALE. Mr. President, on behalf of myself and my distinguished colleague, the Senator from Michigan (Mr. HART), I introduce for appropriate reference a bill to amend the Housing Act of 1949 by providing for increased housing opportunities for migrant and seasonal farmworkers.

This country tolerates some tragic inconsistencies. One of them is the terrible living conditions of 1,000,000 migrant and seasonal farmworkers and their families. These are the workers who notwithstanding the vagaries of weather and the hardships of migrant life, plant, cultivate, and harvest the abundance of food that all of us depend upon. They are among the most poorly housed of any working group in the United States today.

Traditionally farmworkers have been provided shelter by their employer, the farmer. While in most situations the housing provided to year-round workers on small family farms is adequate, it has become increasingly clear that most farmers no longer have the economic resources to provide decent housing for their migrant and seasonal workers who are employed for only short periods of the year.

Senator HART is particularly aware of the housing crisis facing seasonal workers in Michigan agriculture, for Michigan employed more migrant workers than any other user State in the Nation. I am pleased that he has joined with me in submitting this bill.

The history of this housing problem must be considered to fully understand the need for immediate enactment of this bill. In 1961, the Federal Government took steps to assist the farmer, organizations of farmers, nonprofit groups, and States and their subdivisions in providing housing for farmworkers by making

available insured loans at a rate of interest of 5 percent. In 1965, the Federal Government took further steps by making available grants for up to two-thirds of the development cost of housing projects for farmworkers. Those grants were to go to States and their subdivisions and to broad-based nonprofit organizations. Both of these programs are administered by the Farmers Home Administration within the Department of Agriculture pursuant to sections 514 and 516 of the Housing Act of 1949, as amended.

These two programs have been terribly disappointing to those of us interested in seeing that every farmworker, no matter where he is working, has a decent and sanitary place to live. To date, these programs have obligated only \$28 million, or about 45 percent of what the Farmers Home Administration was authorized to obligate. The money has provided new or improved housing units only for about 4,000 families and 3,000 individual workers. This amount just scratches the surface of what is believed to be the total need of the 1,000,000 migrant and seasonal farmworkers and their families.

Perhaps one reason that the Federal programs for migrant and seasonal farmworkers have not effectively alleviated the problem is that a different approach is necessary. Presently, the initiative for new projects comes from the local level from people who do not necessarily have a direct interest in seeing that farmworkers are provided with decent housing. Because of the transient nature of the work, the workers themselves often are not permanent residents. Once they have left, there is little sustained initiative for improving the housing crisis.

Several immediate steps can be taken to partially remedy this situation, although a whole new approach may be needed. We therefore offer the following changes which would amend the present legislation to make it more workable. These changes are not offered as a panacea, but only as a temporary measure to meet the present crisis until a more comprehensive plan can be implemented.

First, the ultimate beneficiaries of legislation the purpose of which is to improve farm labor housing—the farmworkers themselves—are excluded as a group from receiving funds under the present legislation. Yet no other group has a more direct interest in having decent housing than these farmworkers. Therefore, we recommend in this bill that nonprofit organizations of farmworkers be added to the list of applicants eligible to receive loans and grants for constructing or repairing low-rent housing to be owned by the organizations.

Second, we recommend that grants be made for amounts of up to 90 percent of the total development cost of any project. Currently the legislation provides for grants of two-thirds of the development costs. The sad truth of the present program is that only 16 organizations have received grants and only five of them have received grants in excess of 50 percent of the development costs. The grant program was ostensibly passed in order to reduce the size of the loan that would

have to be paid from rental income from the project. Grants of 50 to 66 percent of development costs often do not allow projects to charge rents within the reach of farmworkers. Income from the rents are needed to pay for the operation and maintenance of the project and to pay back loans required for the balance of the development costs. Higher grants are especially necessary in those areas where farm labor housing is needed for only part of the year.

Third, it should be made clear to the Farmers Home Administration that it is Congress intent that grants be made to broad-based, nonprofit organizations. The present legislation authorizes the Farmers Home Administration to make grants to such organizations as well as to State and local public bodies, yet the Farmers Home Administration has recently decided that only public bodies will be considered eligible for grants. In many areas, particularly rural areas, where farm labor housing is needed, public bodies such as Public Housing Authorities do not exist or are insensitive to farmworkers' needs. The exemption of broad-based nonprofit organizations greatly reduces the potential of the program. I might add that by broad-based nonprofit organizations, I refer to a membership of not only farmers, businessmen, and leaders of the community, but also farmworkers.

In addition, we recommend that a broad-based, nonprofit organization be allowed to build housing anywhere in the State of its incorporation where a need can be established. Existing administrative regulations require a majority of the directors of such an organization to live within the geographic area of the site of the project and the farms on which the laborers are to work. This latter amendment could create better and more efficient management in the projects and allow them to be strategically placed in areas throughout the State under a comprehensive plan.

Fourth, it is a well-documented fact that the constant migration of farmworkers has a terribly disruptive physical and psychological effect on them, and especially on children. Whenever possible, farm labor housing constructed under present program strengthened by this bill should be suitable for year around living.

This Nation must adopt as an overall policy goal the elimination of the need for migrant farm labor in all its misery as it exists today. At least we should adopt a policy to reduce the oversupply of labor. And an interim goal not beyond reasonable implementation is to reduce the need for the farmworker to travel great distances from his permanent home in search of employment. Adequate housing programs should make a positive contribution to a policy of stabilizing the migrant population and encouraging the development of a local farm labor work force.

Finally, if the housing constructed will be used only for very short periods of the year by workers, the Farmers Home Administration should allow the loan and grant funds to be used to purchase furnishings such as stoves, refrigerators,

beds, bedding and furniture. Presently, only those fixtures which become a permanent part of the realty are allowable.

These are all minor steps which will revitalize a program which is drastically needed if this country is to live up to its responsibilities to farmworkers. We can no longer afford to tolerate the sad truth that many of our working people live in unmitigated squalor. Programs designed to eliminate that squalor must be made to work, and work well. These amendments will assist that effort.

Mr. President, I ask unanimous consent that the bill be printed in the CONGRESSIONAL RECORD in its entirety at the close of my remarks.

The PRESIDING OFFICER (Mr. HUGHES). The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 4067) to amend title V of the Housing Act of 1949, introduced by Mr. MONDALE (for himself and Mr. HART), was received, read twice by its title, referred to the Committee on Banking and Currency, and ordered to be printed in the RECORD, as follows:

S. 4067

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) that part of subsection (a) of section 514 of the Housing Act of 1949 which precedes the first numbered paragraph is amended to read as follows:

"(a) The Secretary is authorized to insure and make commitments to insure loans made by lenders other than the United States to the owner of any farm or any association of farmers for the purpose of providing housing and related facilities for domestic farm labor employed on a farm or farms within the community; or to any State or political subdivision thereof, or any broad-based public or private nonprofit organization incorporated within the State, or any nonprofit organization of farmworkers incorporated within the State for the purpose of providing housing and related facilities for domestic farm labor any place within the State where a need exists. All such loans shall be made in accordance with terms and conditions substantially identical with those specified in section 502, except that—"

(b) Section 514 (f) (1) of such Act is amended by striking out the semicolon and inserting in lieu thereof the following: "and, in the case of housing for migrant labor, household furnishings;";

Sec. 2. Section 516 of the Housing Act of 1949 is amended—

(1) by striking out that part of subsection (a) which precedes the first numbered paragraph and inserting in lieu thereof the following:

"(a) Upon the application of any State or political subdivision thereof, or any broad-based public or private nonprofit organization incorporated within the State, or any nonprofit organization of farmworkers incorporated within the State, the Secretary is authorized to provide financial assistance for the provision of low-rent housing and related facilities (which may be located any place within the State) for domestic farm labor, if he finds that—"

(2) by striking out in paragraph (2) of subsection (a) "one-third" and inserting in lieu thereof "10 per centum";

(3) by inserting after "thereof" in paragraph (3) of subsection (a) the following: ", and, whenever feasible, such housing and

facilities shall be durable and suitable for year around occupancy or use"; and

(4) by striking out in subsection (b) "two-thirds" and inserting in lieu thereof "90 per centum".

Mr. HART. Mr. President, I am pleased to cosponsor the Migrant Farmers Housing Amendments submitted by my distinguished colleague from Minnesota, Senator MONDALE, chairman of the Migratory Labor Subcommittee. His eloquent statement on the housing needs of migrant and seasonal farm labor testifies to his broad understanding of this problem.

Migrant and seasonal farmworkers have performed a vital role in modern agriculture in Michigan. Each year thousands of farmworkers leave the "home base" areas of Florida and Texas to work in "user States" such as Michigan, and more migrants have come to Michigan than to any other State. These workers, while meeting the crucial harvest needs in Michigan cherries and other fruits and vegetables, are too often subjected to seriously depressed living and working conditions.

The influx of migrants to supplement the local farm labor force creates severe problems in meeting such basic human needs as health, education, sanitation facilities, and particularly housing. Most local, rural communities are not equipped to meet fully these problems.

And regrettably the housing situation apparently is no better in Michigan than it is in Minnesota, or New York, or Delaware, or Ohio, or Oregon. The plain fact is that we do not have adequate numbers of housing units for these seasonal workers who contribute so much to the Nation's abundance of agricultural commodities.

Also, farmers who employ migrant workers have a unique problem in meeting the housing needs of their employees. Unlike other industries which have not been burdened with the responsibility of providing housing, many parts of the agriculture industry have accepted this responsibility. This has placed a great financial burden on the farmers of Michigan. Many are reluctant to build housing and maintain it in good condition since they know that it may be vacant for much of the year. The economic pressures on the agriculture industry in Michigan are similar to those faced nationwide, and farmers must now meet the costs of ever increasing advances in mechanization. Adding to the farmers' economic dilemma is that our housing laws have failed to meet these special problems of farmworkers.

One effort on the Federal level to improve the quality of housing has met with mixed results. Strict Government regulations of housing conditions have been adopted by the U.S. Department of Labor for interstate agricultural workers recruited through its employment security facilities. This program provides that before an agricultural employer may use State employment security agencies in planning for the interstate recruitment of workers, he must first furnish housing that is hygienic and adequate to the climatic conditions of the area of employ-

ment; can reasonably accommodate the workers sought; and will not endanger the lives, health, or safety of the workers. The State of Michigan has also adopted strong regulations on migrant housing.

While the increased enforcement activity under these regulations has served the worthy purpose of eliminating units which should not have been occupied in the first place, an increasing number of well-intentioned Michigan farmers are faced with the crisis of not having an adequate number of units for migrants. And for economic reasons, they have not replaced condemned housing. The migrant and his family are the ones who all too often end up sleeping on the side of the road, in tents or in cars.

I join in submitting this bill today because I am committed to finding solutions to this pressing problem. It is my sincere hope that Federal funds will soon be made available to alleviate the crisis. Economics too frequently prevent the farmer from making adequate and necessary housing available. Similarly, the farmworker does not have the economic resources necessary to assure himself of adequate housing. I join in the introduction of this bill in the hope that it will provide a vehicle for solving this tragic problem. It will relieve the farmer from having the full responsibility of meeting his workers' housing needs. But equally important, it will provide justice and dignity for the farmworker by enabling him to participate in providing housing for himself and his family.

The amendment would:

First. Permit nonprofit organizations of farmworkers to receive loans and grants;

Second. Increase the limit on grants for migrant housing projects from 66 to 90 percent of cost;

Third. Authorize broad-based, nonprofit organizations as well as official public bodies to receive loans and grants;

Fourth. Require that, whenever possible, migrant housing, constructed with Federal funds, be available for year around living; and

Fifth. Permit purchase of kitchen equipment and furniture with program funds.

These changes are needed because:

First. Farm workers, ultimate beneficiaries of the programs, are now excluded from receiving funds.

Second. Rents are used to reimburse loans and pay operating and maintenance costs. Experience has shown that grants of 66 percent often do not allow projects to charge rents within reach of migrant farm workers.

Third. Many rural areas do not have official local bodies such as public housing authorities to apply for and receive loans and grants.

Fourth. Constant migration has serious disruptive physical and psychological effects on workers and their families. Adequate housing programs should make a positive contribution to stabilizing the migrant population and to developing local farm labor work forces.

Fifth. The law now permits loans and grants to be spent only for fixtures which become permanent parts of the units.